

Coordination of Specialized Transportation Services: 1977

VOLUME TWO: COORDINATION STRATIGIES &

FIVE YEAR DEVELOPMENT PLAN

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ABSTRACT: This study summarizes the current mechanisms for coordinating specialized transportation services and presents fourteen coordination strategies designed to increase the level of transportation available to the elderly and handicapped and reduce duplication of services. The final section of the study presents a five year para-transit development plan offering three possible options for the development of the fourteen coordination strategies over the period 1977 to 1982. The five year development plan also indicates who will be responsible for implementing, maintaining and monitoring proposed strategies and what mechanisms should be developed to facilitate coordination in the future.

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Introduction

The purpose of this report is to present a variety of alternatives for improving transportation for the elderly and handicapped through the use of mechanisms for coordinating efforts in the planning, operation and maintenance of essential para-transit services.

The Urban Mass Transportation Administration (UMTA) has encouraged efforts to coordinate para-transit services with existing transit operators and to coordinate transportation plans for new services with existing para-transit operators such as the taxi and livery. The recent growth of a vast array of para-transit services has all too often occurred at the expense of the existing taxi and livery operators leading to duplication of service and wasteful use of federal, state and local resources.

UMTA currently requires that high priority be given to utilizing existing para-transit resources. In its proposed policy on para-transit services it states:

> A local transportation program will be found to provide for maximum feasible participation of private transportation companies if it offers local taxi operators and other private transportation providers full opportunity to bid for the provision of any new para-transit services that might be proposed by public bodies for implementation with the assistance of UMTA funds; and if it provides for the selection of the service provider competitively, on the basis of the highest efficiency and effectiveness and least cost.

However since there already are a large number of para-transit services in operation in the CNVR this report also addresses ways of improving or (when possible) consolidating the existing services. Major improvements in the efficiency and effectiveness of para-transit services can be achieved by efforts to cooperate, coordinate and consolidate existing services. Improved services may be offered or lower costs achieved by more effectively utilizing the existing resources of specialized transportation operators. These resources include vehicles, staff, funds, facilities and the expertise of established bus, taxi or livery operators. The potentials for better utilizing existing resources will depend upon the degree

to which established providers of service are willing to communicate with each other, share ideas and determine the fiscal advantages of joint efforts.

This report summarizes the needs of the elderly and handicapped presented in Volume One, identifies current efforts to coordinate transportation programs in the CNVR and develops a series of alternative coordination strategies to meet the needs of the elderly and handicapped. The final section of the report specifies how these coordination strategies should be incorporated into a five-year para-transit development plan covering the period from fiscal year 1978 to fiscal year 1982.

The Elderly and Handicapped

In 1970 there were 223,200 persons living in the CNVR including 33,550 persons 60 years and older and 10,387 handicapped persons 16 to 64 years of age. Approximately 56% of the Region's elderly and 48% of the Region's handicapped population resided in Waterbury at the time of the 1970 census.

Modes of Travel

Both the elderly and handicapped heavily rely on the automobile to meet their travel needs. 86% of the elderly surveyed in the Region during 1975 and 69% of the handicapped survey in the Region during 1976 relied on the private automobile as their principal mode of travel. Nonetheless the elderly and handicapped also make extensive use of public bus service and the services of the Region's specialized transportation programs. As can be seen in the Table below about 9% of the elderly and handicapped use public buses as their principal mode of travel. However, the handicapped rely more heavily on the services of specialized transportation programs, taxis and school buses than do the Region's elderly. About 16% of the handicapped used these specialized transportation services compared to only 1.3% of the elderly.

Comparison of Modes of Travel Used by the
Elderly and Handicapped in the CNVR: 1975-1976

	Elderly		Handicapped	
	Number	Percent	Number	Percent
Own Car	827	55.4	51	40.2
Bus	134	9.0	12	9.4
Family and Relative	379	25.4	33	26.0
Taxi and Livery	12	0.8	3	3.0
Specialized Transportation	7	0.5	11	8.7
School Bus	0	-	6	4.7
Friends	94	6.3	4	3.1
Don't get out	2	0.1	2	1.6
Walk	37	2.5	2	1.6
TOTAL	1,492	100.0	127	100.0

Source: Area Agency on Aging, Operation Outreach, 1975 and the Waterbury Regional Center, Housing and Accessibility Survey, 1976.

Public Bus

The North East Transportation Company is the principal provider of public transportation for the elderly. Currently the elderly account for as much as 25% of North East's total ridership. Service is excellent with regular bus service available within 2 blocks of almost every elderly housing project. Furthermore approximately 70% of the City's total elderly population is served by existing public bus according to the 1975 Operation Outreach survey conducted by the Northwest Connecticut Agency on Aging.

Municipal Mini Bus Service

All of the Region's municipalities with the exception of Beacon Falls, Bethlehem, and Middlebury are sponsoring a transportation service geared to meeting the needs of the elderly. However only one municipality, the City of Waterbury is providing specialized transportation services for other residents of the community. Waterbury's MiNi Transit services also serves the handicapped and low income persons with a strong emphasis on the Model Neighborhood area.

All of the municipal mini buses operating in the Region have emerged since 1971 with six of the ten programs created under grants from Title III of the Older American Act. Only four of these ten mini bus services operate with two-way radio communication between the bus and the office.

Social Service Transportation Programs

The CNVRPA has identified at least 28 different social service agencies which are providing transportation in the Region. Almost all of these agencies are located in Waterbury predominantly serving the needs of the elderly, the physically and mentally handicapped and youth. Agency involvement in transportation varies from direct purchase of service from established para-transit services to actual operation of their own transportation program. Currently 17 agencies are directly involved in transportation, operating a fleet of 42 vehicles and providing over 108,000 passenger trips a year during fiscal year 1975-1976. Though theses services as a group are

providing considerable transportation to the elderly and handicapped they are maintaining these services at considerable expense. When the hidden costs of administering these services are included, total costs of operating the Region's social service transportation programs is estimated to be at least $458,382 during fiscal year 1975-1976. Until recently the twenty-one agencies providing transportation programs in Waterbury have made little effort to cooperate or coordinate their services with other similar programs. Duplication of efforts has been partly attributable to incompatible geographic service areas, different eligibility requirements for travel and funding restrictions limiting the use of agency vehicles for specific clients or specific geographic areas. However lack of interagency communication and limited Federal, State or local incentives for encouraging agencies to meet client transportation needs through the use of existing resources has also contributed to the current proliferation of services.

Taxicabs

There are four taxi and two livery companies providing service in the Region. Taxi service is limited in the suburban municipalities and in Waterbury where there are approximately 15 cabs in operation, there is a need for additional services. In 1976 Waterbury had a lower level of cabs available per 100,000 population compared to all other major urbanized areas in Connecticut.

For the elderly the taxicab is an important supplementary form of transportation which provides mobility during periods when public bus service is not in operation or in areas where it does not provide service. According to a CNVRPA survey as many as 42% of all taxi patrons are 60 years and older.

Summary of Needs and Opportunities

- The low productivity of the specialized transportation services has led to an expensive provision of service. This could be corrected by expanding the eligibility requirements of these services, serve others in need of transportation and by consolidating social service transportation programs.

- The handicapped are without sufficient low-cost transportation to meet their current demand for transportation. Special efforts for the hendicapped should include placing high priority on the funding of transportation programs offering these individuals low cost transportation.
- The inadequate level of taxi service in Waterbury could be alleviated by developing taxi shared riding for the elderly, handicapped and the general public.
- Architectual barriers on existing public buses has limited the full use of these vehicles by many elderly and handicapped persons. The introduction of 25 new replacement buses for North East will not only improve the mobility of the elderly and handicapped but could reduce the proliferation of specialized transportation services.
- Social service agencies are not aware of the hidden cost of their transportation programs. Lacking full knowledge of the total costs of their services they have been unable to properly evaluate alternative means of providing transportation. If social service agency funds were coordinated it might be feasible to operate a more efficient, low cost multi-agency service.
- Lack of transportation for the elderly in Beacon Falls, Bethlehem, and Middlebury could be corrected by sharing the use of municipal mini buses operating in the adjoining municipalities of Naugatuck and Watertown.
- Not all elderly are capable of utilizing the services of municipal mini buses, taxis and buses due to their physical disabilities and the architectural barriers of the vehicles. Though municipal mini buses are intended for the use of all elderly, elderly persons who are handicapped have been unable to use their services. Provision of wheelchair access on municipal mini buses and the initiation of service with the two UMTA buses for the handicapped could increase the mobility of the handicapped including those who are also elderly.

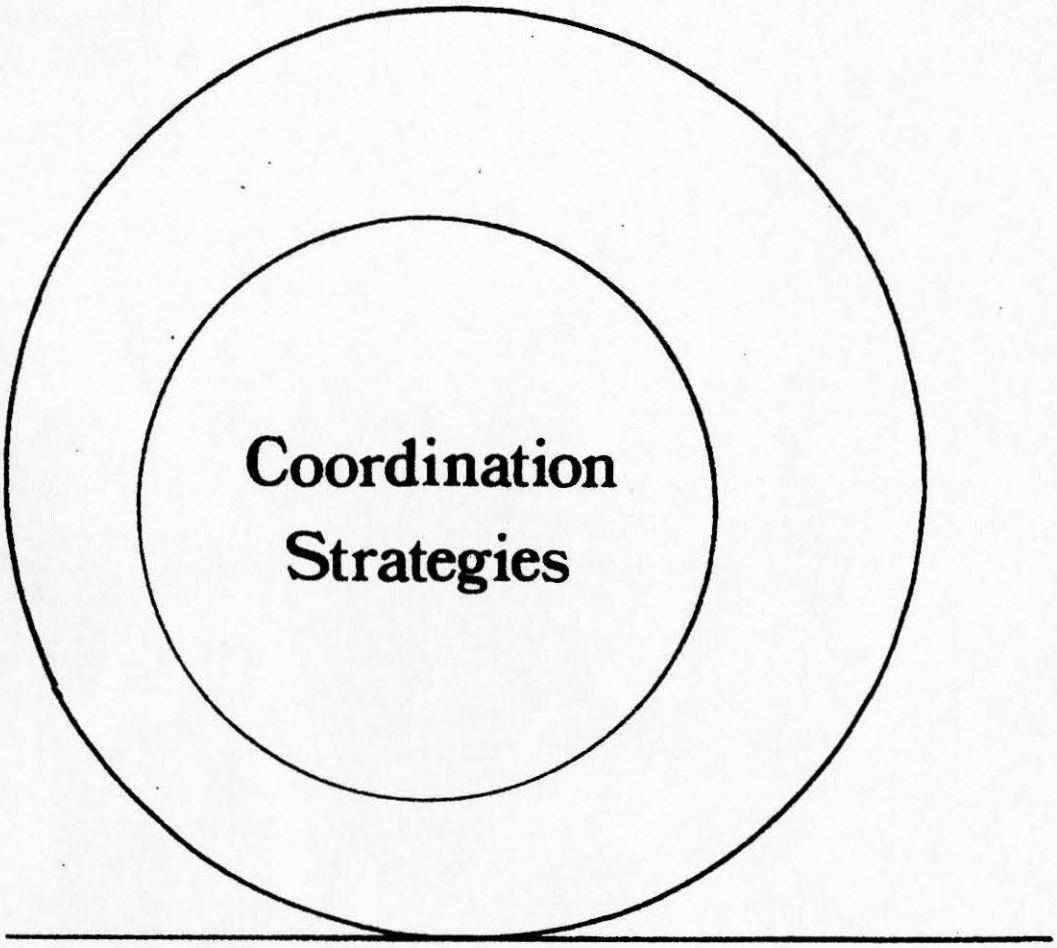
Prioritization of Needs

Despite the overemphasis in the past on the transportation needs of the elderly, today the highest priority is the provision of low cost transportation for the

handicapped who are non-ambulatory and semi-ambulatory.

UMTA has called for special efforts in the transportation planning process to ensure that the wheelchair bound are provided with low cost transportation comparable to that offered to the general public. Special efforts include the provision of low cost transportation for those handicapped persons requiring transportation to work. In the Greater Waterbury area there are two large employers of the handicapped; Community Workshop and the Easter Seal Job Shop. There are large numbers of handicapped individuals who are unable to use North East and who have been unable to participate in the job shop because they were unable to afford specialized transportation services such as chair cars or taxis. Lack of low cost transportation for the journey-to-work is one of the greatest needs of the handicapped.

According to the Waterbury Regional Center survey about one out of every four handicapped persons is unable to obtain convenient transportation to doctor's offices, hospitals or clinics and one out of every five persons is unable to obtain convenient transportation to employment centers. However the travel needs voiced by the elderly and handicapped are often misleading because their needs may simply be reflecting their acceptance of limited public transportation services and their lack of opportunities for engaging in meaningful activities within their community.


Coordination
Strategies

Current Coordination Programs

A number of social service agencies and mini buses for the elderly have already initiated their own programs to efficiently utilize existing transportation services while improving transportation for their clients. These organizations have attempted to maximize the resources of existing transportation to avoid unnecessary duplication of services and minimize or eliminate the needs for purchasing vehicles to transport their clients.

The prinicpal coordination strategies that are currently functioning include coordination between public transportation and social service agencies through purchase of service for clients, interagency referrals for client transportation, interagency vehicle sharing and inter-modal coordination between buses and mini buses, and buses and taxis.

Existing Purchase of Service Agreements

Currently there are five Waterbury area social service agencies which contract out some or all of the transportation services needed by their clients. Three state agencies, the Department of Social Services, the Division of Vocational Rehabilitation and the Waterbury Regional Center, along with the Easter Seal Rehabilitation Center and the Waterbury Association for Retarded Citizens have purchased their clients' transportation through existing public bus, livery, taxi, chair car, ambulance, school bus, mini bus or private vehicles for hire. Clients of the Department of Social Services are provided with transportation for medical trips under Title XIX of the Social Security Act. The principal providers of transportation for clients of the Department of Social Services have been the Waterbury Yellow Cab, Curtin Livery, B&C Medical Services and the Campion Ambulance Service. Clients of the Division of Vocational Rehabilitation are given stipends for transportation to use bus, taxis or chair car services, or when possible they are referred to the MiNi Transit Service for free transportation within the City of

Waterbury. Clients of the Waterbury Regional Center who attend public school in Cheshire are transported by the public school bus system of Cheshire. Easter Seal Rehabilitation and the Waterbury Association of Retarded Citizens have begun to increasingly rely on the free transportation services of MiNi Transit to supplement the transportation services they offer themselves. And, as an alternative to expensive cab service, the Waterbury Regional Center (WRC) in conjunction with the Knights of Columbus and the Waterbury Association for Retarded Citizens, established a contract with Curtin Livery Service in October, 1974, to provide door-to-door service to its clients.[30] Although this transportation service has only been in operation for two years, it has already increased the attendance of clients at evening social and recreational programs and contributed to the Center's overall goal of expanding participation in community programs and activities. According to the Waterbury Regional Center, since 1974 as many as half of the 6,587 handicapped participants traveling to evening activities sponsored by WRC are transported by Curtin Livery and B&C Medical Services.

Interagency Referrals

Referrals are another form of coordination that exists between social service agencies and local para-transit operators. When the American Cancer Society is unable to provide transportation through its volunteer driver system it has frequently requested FISH of Waterbury or Woodbury or the MiNi Transit Service to offer assistance. Similarily, the MiNi Transit Service has referred clients desiring out-of-town transportation to public and private transit operators in the Region.

In the suburban municipalities the Elderly Health Screening Service has referred clients unable to utilize its mini bus to the municipal mini bus service for transportation to local health screening sites. In a corresponding fashion, the

30 The Voice, "Door-To-Door Transportation Available," September - December, 1974, Waterbury Regional Center.

elderly mini bus services have referred elderly clients not capable of being transported on their service to the Elderly Health Screening van. Finally, in the municipalities of Cheshire, Naugatuck, and Woodbury, local mini bus services refer clients who have special transportation needs to AARP, Red Cross and FISH respectively.

Interagency Vehicle Sharing

Several agencies have offered their vehicles to other agencies for short term rental or with no charge at all. The YMCA, the Western Connecticut Jewish Community Center, Pearl Street Neighborhood House, RSVP and NOW, Inc., have shared their vehicles with organizations during days of the week or hours of the day when their vehicles were standing idle. The Watertown Mini Bus rented the Waterbury YMCA bus during a recent breakdown of its vehicle, RSVP allowed MiNi Transit to use its van on a day when ridership was at a peak and the Pearl Street Neighborhood House has made its bus available on a rental basis to numerous Waterbury social service agencies. The concept of shared use of vehicles has been considered a mechanism for reducing the unnecessary expense of ownership of social service agency motor pools. However, in practice those Waterbury agencies which have participated in a shared use of vehicles have generally done so on an emergency or sporadic basis and not as an alternative to their own agency's transportation service.

The basic difficulty created by sharing one vehicle between two agencies is that scheduling conflicts and unpredictable transportation needs may require immediate access to a vehicle during any period of the day or week. Consequently, two agencies operating during similar working hours tend to be very limited in the degree to which they can participate in an interagency motor pool.

The three vehicles operated by the Meals-on-Wheels Program may be an exception to the restrictive vehicle sharing policies of most agencies. The Meals-on-Wheels

Program currently delivers hot meals to 100 residents of the Region during the hours of 9:00 a.m. to 1:00 p.m. After 1:00 p.m. the vehicles will be available for providing transportation for the elderly in the CNVR. This meals program is in its first year of operation by the Council of Governments. It is expected that some transportation for the elderly in coordination with other transit services for the elderly will be developed in early 1977.

Intermodal Coordination

The Cheshire, Southbury and Naugatuck Mini Buses provide demand responsive feeder service to inter-city bus lines operating within the Region. These are the only mini buses which have attempted to coordinate with public transportation service since other mini buses are offering competitive service to that provided by inter-town or inter-city bus lines. The director of the Southbury Seniors mini bus is considering the idea of reducing or eliminating all out-of-town service and offering his elderly clients feeder service to Bonanza Bus Line connecting Southbury to Waterbury. The Northwest Connecticut Agency on Aging has supported this concept since it could reduce the cost of service and increase its efficiency. Elderly would then be provided with free rides or fare discounts to travel on the Bonanza bus lines.

One of the oldest forms of coordination among public transportation providers is the placement of taxi stands within easy access of major bus stops. The establishment of a public taxi stand on the Waterbury Green adjacent to city and inter-city bus stops has facilitated the ease of transferring from bus to taxi.

Goals, Objectives and Standards

The Transportation Element of the 1975 Plan of Regional Development for the Central Naugatuck Valley sets forth one broad goal and five objectives on transportation consistent with the development plans of the Region. These are set forth below.

Objectives 2,3, and 4 are the most pertinent objectives for the scope of this study. Objectives 2 and 4 emphasize the need for a variety of modes of travel and a method of coordinating these modes into a coherent system of transportation. Objective 3 focuses on the needs of the transit dependent including the elderly and handicapped.

Goal: To develop an integrated and balanced transportation system containing various modes that will provide the public with the optimum level of service, choice, mobility, convenience and safety and with a positive influence on socio-economic and environmental resources, conditions and relationships.

Objective 1. To provide a transportation system which reinforces the Regional Plan's land-use goals, objectives and policies.

Objective 2. To improve and expand the extent of public transportation service in order to provide a choice of modes.

Objective 3. To develop and maintain public transportation service responsive to the needs of persons with special transportation problems.

Objective 4. To provide a transportation system which integrates the various modes of travel.

Objective 5. To maintain and improve transportation facilities needed for the efficient operation of industry and business.

The alternative strategies for coordinating specialized transportation services that are set forth in this study are in fact programs to achieve the Region's transportation objectives.

Specific study objectives and programs to facilitate the achievement of the Region's

transportation goals and objectives have emerged from the analysis of the needs of the elderly and handicapped and the operating characteristics of specialized transportation services. These study objectives and the anticipated coordination strategies aimed at implementing the objectives are set forth below. A discussion of each strategy is contained in the following chapter.

1. To increase the mobility of all the Region's elderly and handicapped residents.

 Program: Strategy 1,3,4,5,7,8,11 and 13

2. To increase the operating efficiency of mini buses in the Region.

 Program: Strategy 3,5,6 and 7

3. To support cooperative ventures in the purchase of equipment, supplies, insurance and repair work and the specification of vehicle standards.

 Program: Strategy 2 and 6

4. To determine the feasibility of consolidating existing social service transportation programs to minimize duplication of efforts and expenditures.

 Program: Strategy 1,5 and 9

5. To support local and regional efforts geared toward subsidizing evening and weekend taxi travel for the elderly and coordinating the services of taxi-cabs and liveries with municipal mini bus services.

 Program: Strategy 4

6. To determine the feasibility of expanding bus service in Waterbury and the suburbs through the use of smaller vehicles operated as jitneys.

 Program: Strategy 8 and 12

7. To develop a mechanism to ensure the long term maintenance of specialized transportation services.

 Program: Strategy 1,5,9,11 and 13

Standards

For purposes of planning and evaluation, the seven study objectives must be

interpreted, wherever possible, through the use of performance standards. Standards for cost effectiveness, load factors, percentage of potential users served and the cost burden of social service agency transportation programs are presented in the table below.

These standards are divided into two categories to cover municipally sponsored mini bus services and social service agency transportation programs. In many cases, actual evaluation of the performance of these specialized transportation services defies precise quantification. Nevertheless, despite limitations to these standards, they should prove to be useful in identifying areas of inadequate service, excessive agency financial burdens for transportation programs, inefficient provision of transportation and unmet transportation needs of clients.

Proposed Service Standards

	Social Service Agencies	Municipal Mini Buses for the Elderly
Cost Effectiveness		
Cost per passenger trip	$1.65[1]	$1.25[2] urban 2.00[3] suburban
Vehicle Productivity (Group Trips)		
Passenger trips per day per vehicle (11 passenger van)	15[4]	31[5]
Potential Users to be Served		
Percent of users unable to obtain convenient transportation for (1) shopping	23%[6] (handicapped)	16%[7] (elderly)
(2) hospitals & clinics	22% (handicapped)	18% (elderly)
Cost Burden of Transportation Program		
Percent of Total Budget spent on Transportation	10%[8] or over	NA
Revenue Generated for Transportation		
Percent of total budget received through donations	NA	5% or over

SOURCE: CNVRPA Staff work, December, 1976

[1]Based on CNVRPA analysis of total costs per passenger trip for 15 social service agencies, December, 1976.

[2]Based on CNVRPA analysis of average operating cost per passenger trip in Waterbury, Cheshire, Naugatuck and Watertown, December, 1976.

[3]Based on CNVRPA analysis of average operating costs per passenger trip in Southbury, Woodbury, Thomaston, Prospect and Wolcott.

[4]Based on CNVRPA analysis of vehicle productivity on nine municipal mini bus services, December, 1976.

[5]Based on CNVRPA analysis of vehicle productivity on fifteen social service transportation systems, December, 1976.

[6]Based on Waterbury Regional Center Housing and Accessibility Study, 1976.

[7]Based on Operation Outreach, 1975.

[8]Based on CNVRPA staff work and Agency interviews, December, 1976.

NA - Not Applicable

Alternative Strategies

Users and providers of transportation suggested a wide variety of alternative strategies for increasing the mobility of the elderly and handicapped and improving the operation of specialized transportation services. These strategies were elicited from the comments presented by the public, the elderly and the handicapped and the providers of specialized transportation services at two separate public hearings held in November, 1976. The two public hearings clearly demonstrated that the Region's elderly and handicapped and its host of specialized transportation services were quite aware and concerned about current problems with duplication of service, inefficient provision of transportation and the limited level of service provided for the transit dependent. The 41 people who attended the two sessions pointed to a wide range of problems with public transportation for the transit-dependent. Several individuals emphasized that despite current concerns with the transportation needs of the elderly and handicapped, the needs of youth and low income groups should be addressed as well. An effort was also made to elicit the reactions of the elderly and handicapped on possible improvements in mini bus service. Similarly, the directors of the specialized transportation services and the owners of North East Transportation Co., Waterbury Yellow Cab and B&C Medical Service were asked to evaluate proposed alternatives and suggest additional strategies that might improve the quality or level of transportation available for the elderly and handicapped.

Some of the coordination strategies suggested by users, providers and those attending the public hearings were not practical or feasible strategies. Interviews with providers of bus, taxi, livery and mini bus services in the Region narrowed the range of realistic alternatives to fourteen strategies. The final range of alternatives are:

1. Transportation information clearinghouse
2. Cooperative purchase of vehicles
3. Intermunicipal coordination of elderly transportation
4. Provision of subsidized evening and weekend taxi service
5. Coordinated funding of a multi-agency transportation service

6. Cooperative purchase of services
7. Expansion of elderly mini bus service to the handicapped
8. Local maxi taxi
9. Permanent financing of the MiNi Transit Service
10. Sharing the Meals-on-Wheels vehicles
11. Municipal funding of transportation for the handicapped in Naugatuck
12. Regional maxi taxi
13. Rewarded volunteerism
14. UMTA buses for the handicapped

Implementation of these alternatives will require the approval of the participating agencies and in some cases an ongoing program of monitoring and evaluation to determine the efficiency of the program. Table XXI presents a brief description of each alternative, the agencies involved in the program, the implementing agency, the advantages and disadvantages of the alternative, and the level of interest expressed from these agencies in implementing each strategy.

The following section delineates the purpose and scope of each of the fourteen (14) proposed alternatives and presents a detailed system design indicating the procedures required to implement and finance each of the strategies.

TABLE XXI

Analyses of Alternative Coordination Strategies

Alternative	Participating Agencies	Expected Advantage	Possible Disadvantages	Level of Interest	Implementing Agency
1. Transportation Information Clearinghouse	Federation of Specialized Transportation Services	Increased awareness of services available, feasible coordination strategies, and improved record keeping systems	Lack of interest in forming a Federation or in adopting a uniform Record keeping system	Uncertain	CNVRPA
2. Cooperative purchase of vehicles	Elderly mini buses, MiNi Transit Social Service Agencies	Reduced cost for purchase of new vehicles or replacement vehicles	Possible variations in types of vehicles needed and insufficient participation over a five-year period	Strong interest by nearly all agencies	COG
3. Intermunicipal coordination of Elderly Transportation	Watertown Mini Bus & Naugatuck Dial-A-Ride & Northwest Connecticut Agency on Aging	Provision of Service to Middlebury and Beacon Falls which are without specialized transportation services for the elderly and transfer of Thomaston into the service provided by Watertown	Insufficient utilization of Watertown and Naugatuck's vehicles	Underway	NWAA
4. Provision of subsidized evening and weekend taxi service	Waterbury Yellow Cab and Northwest Conn. Agency on Aging	To increase the mobility of the elderly during periods of the day and week when MiNi Transit is not in service	Developing a suitable plan of identifying the priority transportation needs of the elderly determining how much service to provide and how payments of fare should be arranged	Strong interest by NWAA and Waterbury Yellow Cab	NWAA and CNVRPA

TABLE XXI (continued)
Analyses of Alternative Coordination Strategies

Alternative	Participating Agencies	Expected Advantage	Possible Disadvantages	Level of Interest	Implementing Agency
5. Coordinated funding of a multi-agency transportation service	Easter Seal Rehab. Waterbury Area Retarded Citizens United Cerebral Palsy, Div. of Vocational Rehab. Dept. of Social Service	To reduce the escalating transportation costs incurred by organizations serving the handicapped and provide a more efficient and comprehensive form of para-transit within Waterbury	Excessive geographic area to be served within a tight time schedule and limited flexibility of clients in terms of waiting time. This service might require additional vehicles	Strong interest	CNVRPA
6. Cooperative purchase of services	Waterbury Social Service Agencies	To protect agency vehicles from vandalism and cold weather, provide maintenance facilities for the care and cleaning of mini buses at economical costs and establish a leasing arrangement to improve the reliability of social service transportation	Excessive costs of garage services and geographic distances of the garage from each agency's office	Varies from strong interest to little interest	CNVRPA
7. Expansion of Elderly mini bus service to the handicapped	Comprehensive Transportation Cheshire Seniors Mini Bus Watertown Mini Bus	To increase ridership and reduce the cost per passenger trip of elderly mini buses and provide for greater mobility of the Region's handicapped	Possible need for specially adapted vehicles for handicapped persons and additional costs for aides.	Varies from strong interest to no interest	Municipal mini bus services for the elderly and COG

TABLE XXI (continued)
Analyses of Alternative Coordination Strategies

Alternative	Participating Agencies	Expected Advantage	Possible Disadvantages	Level of Interest	Implementing Agency
8. Local Maxi Taxi	Waterbury Yellow Cab MiNi Transit	To maintain public transportation for the Elderly and the handicapped and other captive riders	Difficulties with PUCA regulations	Uncertain	CNVRPA and Waterbury Yellow Cab
9. Permanent financing of the MiNi Transit Service	City of Waterbury, Social Service Agencies, UMTA Section 5, Shopping Centers, Medical Assoc., Title III (as a last resort)	Maintenance of an important form of public transportation for Waterbury's elderly, low income, handicapped and minority residents	Precarious financing from one year to the next and reduced level of service	Uncertain	CNVRPA
10. Sharing of Meals-on-Wheels vehicles	MiNi Transit and the Region's Elderly mini buses	Expansion of intra-Regional transportation for the elderly	Difficulties in finding drivers and coordinating the use of these vehicles with the transportation needs of the elderly in each municipality	Little interest by Municipal Elderly Mini Buses some interest expressed by MiNi Transit	COG Nutrition Program
11. Municipal funding of transportation for the handicapped in Naugatuck	Naugatuck Chapter of the American Red Cross & the Borough of Naugatuck	Maintenance of convenient transportation for handicapped residents of Naugatuck	Lack of financial support from the Borough of Naugatuck could limit service, while financial support could force a discontinuation of service to Beacon Falls residents	Great interest expressed by the Red Cross	Naugatuck Chapter of of the American Red Cross and the CNVRPA

TABLE XXI (continued)
Analyses of Alternative Coordination Strategies

Alternative	Participating Agencies	Expected Advantage	Possible Disadvantages	Level of Interest	Implementing Agency
12. Regional Maxi Taxi	North East Transportation Co. & Waterbury Yellow Cab	Provision of regular inter-town travel for the residents of Cheshire and Naugatuck and possible commuter service for the journey to work	Lack of ridership, fares may be set too high to be a feasible mode of travel for the transit dependent and frequency of service may be insufficient	Uncertain	CNVRPA, North East Transportation and Waterbury Yellow Cab
13. Rewarded Volunteerism	American Red Cross American Cancer Society FISH of Waterbury FISH of Woodbury Oxford Community Carpool	Increased manpower available to operate and administer free transportation services	Inconvenience of using multi-agency central garage facilities due to dispered location of volunteers in the Region	Great interest	CNVRPA
14. UMTA Buses for the Handicapped	CNVRPA and a para-transit operator selected by bid process	Lower cost transportation for semi- and non-ambulatory persons	Insufficient vehicles to serve all the handicapped in the Region	Great interest	CNVRPA ConnDOT

1. *Transportation Information Clearinghouse*

One of the most immediate problems encountered by users of public and private transportation services is a lack of knowledge of the services available. Many specialized transportation services have only been in operation for a few years and have not received sufficient publicity to attract the attention of all potential users. This problem has fostered the growth of interagency referrals since it is the transit providers who are more apt to be able to direct transit users to the most suitable transportation service that will meet their needs. In an effort to facilitate this exchange of information and increase the public's knowledge of all forms of transportation available in the Region, in January, 1975, the CNVRPA published a Consumers' Guide to Transportation in the CNVR. The Guide was well received by users and providers of specialized transportation services and has been updated three times in order to include all newly established services, changes in schedules and discoveries of previously unpublished services.

Despite the recognized value of the Guide, it has not been a total answer to the lack of information concerning public transportation. During the course of interviewing the 35 specialized transportation services included in this report, four previously unknown transportation services were discovered to be operating in the Region. In addition, interviews with extended care facilities in Waterbury revealed that many directors of these facilities were unaware of Waterbury's MiNi Transit service and the free transportation services it offers.

Lack of information about transportation warrants the establishment of a transportation telephone "hotline". Such a "hotline" could be a direct way of assisting the transit dependent to locate the transportation services available for their use. The transportation "hotline" could also be the first step toward evaluation the feasibility of a regionwide system of scheduling passengers and dispatching vehicles.

The other deficiency of information concerning specialized transportation services relates to the lack of uniform record keeping of financial records, or operating

statistics. The majority of the agencies that were interviewed were unable to identify all of the costs incurred by their transportation programs and few were able to supply operating statistics without the assistance of the CNVRPA staff. Lack of standardized reporting systems for specialized transportation systems has not only made it difficult for these transportation providers to evaluate the true costs and level of service they have provided but has discouraged effective system planning. Not realizing the time and financial burdens of their transportation program, many agencies have had a limited basis on which to evaluate possible alternatives for the coordination of transportation services.

The first alternative that should be considered is the development of an ongoing monitoring system for specialized transportation services. The adoption of standardized reporting systems, and increased inter-agency communication are necessary prerequisites for the development of viable alternatives for coordinating transportation services. Inter-agency communication will increase awareness of possible areas where coordination strategies are feasible and allow for more effective system-wide evaluation and planning of specific transportation improvements being considered by individual agencies.

The development of a committee composed of providers of specialized transportation services could be one effective means of sharing information and determining the possibilities and constraints of the coordination strategies presented in this study. CE Maguire encouraged the creation of such an organization in its Short Range Transit Development Program for the CNVR, 1976. The report states,

> One new organization, A Transit Federation made up of service providers in the CNVR, should be established. The Transit Federation's purpose would be to exchange data and service information, discuss areas of common interest and support and establish procedures for mutual assistance. The organizatopm could be managed as a "Chamber of Commerce" or "Association" through membership fees and contributions. The Federation would be self-administered by elected officials from transit providers. The Federation would establish mutual assistance and cooperative agreements among the many transit providers of the CNVR. It would focus on the utilization by individual managements or the total transit resources contained within the CNVR. A system which facilitates service agreements to meet specific needs could be formulated.

The Waterbury Transit Federation would be composed of providers of specialized transportation services and could be responsible for evaluating and ultimately implementing the alternative coordination strategies relating to (1) joint purchase of equipment, vehicles, maintenance and supplies, (2) the establishment of inter-agency vehicle sharing, (3) the adoption of uniform record keeping systems, and (4) the creation of a multi-agency transportation service.

Detailed System Design

Purpose:

- To increase the mobility of all the Region's elderly and handicapped.
- To create an awareness of the potentials for coordination with respect to cooperative purchase of services, equipment and transportation.
- To improve system information on specialized transportation services.
- To maintain uniform record keeping systems for operating and financial statistics of specialized transportation services in order to provide a basis for future planning.
- To improve interagency channels of communications in order to create an environment conducive to coordination and systemwide planning.

Implementation Procedures:

- Establishment of a Waterbury Transit Federation composed of interested social service agencies and municipal mini bus programs.
- Development of a standardized monitoring system for operating statistics including appropriate record forms, reporting procedures and cost accounting procedures for social service agencies.

Implementation Responsibility:

- The creation of the Federation will be the responsibility of the CNVRPA.
- The Federation will serve as a clearinghouse for all transportation information and as a policy setter for para-transit coordination and planning activities undertaken by social service agencies and municipal mini bus programs.

- The CNVRPA will also be responsible for establishing the necessary record keeping procedures to be adopted by participating agencies. Quarterly reports will be submitted by each agency and reviewed and monitored by staff at the CNVRPA. This assignment, Federation meetings, along with minimal organizational responsibilities for arranging meetings and preparing quarterly reports, will probably require the CNVRPA to allocate, on an annual basis, an average of 3 to 5 hours a week. In addition, periodic updating of the Agency's Consumers' Guide to Transportation in the CNVR will probably require an additional 2 hours a week resulting in a total staff commitment of, at most, one person day a week.
- The Federation will be responsible for reviewing CNVRPA Quarterly Reports and evaluating on-going or proposed coordination strategies to determine their feasibility.
- A transportation hotline service will be offered to residents of the CNVR who want to know the services available for their use. This service will be provided through the existing INFOLINE of Northwestern Connecticut.
- A separate telephone listing will be established for the service, but actual staff assistance and financial support for the maintenance of telephone service will be the responsibility of the INFOLINE.

Financial Responsibility:

- The CNVRPA will contribute staff time for monitoring and technical assistance and participating agencies will be responsible for contributing $20 a year for postage, paper and office supplies required for preparation and distribution of monitoring forms and quarterly reports. Once the monitoring system is established the financial and time commitment of the CNVRPA will be reduced to a minimum.

Five Year Program Development Costs:

	Fiscal Year*				
	1978	1979	1980	1981	1982
Annual Cost Estimate	$3,000	$800	$800	$800	$800
Annual Revenue Contributed @ $20/Agency	400	400	800	800	800
In-Kind Service Provided by CNVRPA	2,600	400	400	400	400

*A fiscal year is determined by the "end" year (i.e., 77-78 is FY78)

Staff:

The CNVRPA will offer the services of one part-time transportation planner during the first year of the monitoring program. Thereafter, the Federation will take full responsibility for this function. A paid part-time transportation coordinator, drawn from the Federation's membership, will be appointed and delegated responsibility for monitoring the transportation statistics of member agencies and reviewing all coordination strategies that may emerge in the future.

Facilities:

CNVRPA office, 20 East Main Street, Waterbury, CT 06702.

2. *Cooperative Purchase of Vehicles*

There are large cost savings possible through the cooperative purchase of vehicles. Based on interviews with the 35 specialized transportation services operating in the CNVR, there was considerable interest in the cooperative purchase of new or replacement vehicles. Twenty agencies indicated a strong interest in a joint bidding procedure for vehicles and several indicated a possible need for radio equipment. The six agencies which indicated no interest in coordinated system purchasing were already involved in coordinated system purchasing through the State or other organizations.

In total, these 20 agencies are currently operating 33 vehicles of which 21 are vans, 9 are station wagons and 3 are school buses. While coordinated system purchasing has received strong support, there may be some difficulties in developing a fleet replacement schedule. Currently, only two agencies (MiNi Transit and Easter Seal Rehabilitation of Greater Waterbury) have a replacement schedule for their vehicles. These two agencies have developed a phased replacement of their vehicles due to the large capital investment that might be incurred if their entire fleet needed replacement all at once. Unlike MiNi Transit, which has 5 vehicles, and Easter Seal Rehabilitation of Greater Waterbury which has 4 vehicles, the other agencies operate with one or at most two vehicles. Most of these smaller transportation services have not considered a replacement schedule due to limited funds or because replacement has been synonymous with a vehicle breakdown. Nonetheless, coordinated system purchasing could be established for those who have already indicated a need for replacing their vehicles over the next five years, leaving the other agencies the option of joining the joint bidding procedure as their needs arise. The Council of Governments (COG) of the Central Naugatuck Valley has in the past coordinated the development of vehicle specifications and purchase of vehicles among several of the Region's police departments. Multi-agency purchasing of mini buses could also be coordinated through the Council of Governments since many of the specialized transportation programs are being operated and funded

by municipal governments. Table XXII presents a phased replacement schedule for those agencies that indicated an interest in cooperative purchase of vehicles. The usable life of a vehicle was considered to be 65,000 miles or six years of use whichever came first. Based on the annual number of miles traveled in fiscal year 1975-1976, most vehicles will need to be replaced in the fall of 1977 or 1978.

Detailed System Design

Purpose:

- To obtain economies of scale in the purchase of vehicles and equipment through cooperative bidding.
- To develop a package of vehicle specifications which are compatible with the transportation needs of all social service agencies and municipal mini buses in the Region.

Implementation Procedure:

It would be suggested that the participating agencies delegate responsibility for negotiations and vehicle specifications to the Council of Governments. As the coordinating agency the Council of Governments would be responsible for developing a package of vehicle specifications which is compatible with the needs of all agencies in the Federation.

Implementation Responsibility:

The COG will provide necessary staff time required for obtaining vehicle specifications from suppliers, negotiating with agencies and conducting the bidding process.

In the initial phase, the COG staff will be assisted by the CNVRPA, but once working relationships are established, primary responsibility for maintenance of the program will be with the COG and the Waterbury Transit Federation. The development of a set of vehicle specifications and the actual cooperative bid will require two to four weeks of COG staff time. This represents an annual cost of approximately $1,000 for the maintenance of the program.

TABLE XXII

ANNUAL REPLACEMENT SCHEDULE* FOR SPECIALIZED TRANSPORTATION SERVICES IN THE CNVR:

ORGANIZATION	MAKE	TYPE	YEAR	AGE	MILEAGE
	1977				As of Oct.'77
United Cerebral Palsy	Chevrolet	S.W.	1967	12	65,000
	Chevrolet	Van	1971	7	67,000
Pearl St. Neighborhood House	Ford	Bus	1971	7	78,000
	Dodge	Van	1973	5	70,000
Naugatuck Dial-a-Ride	Dodge	Maxi Wagon	1971	7	72,000
Headstart	Ford	Bus	1971	7	77,000
MiNi Transit (Their Schedule)	Ford	Van	1972	6	50,500
	Ford	Van	1972	6	81,000
	Ford	Van	1972	6	90,000
	Ford	S.W.	1973	5	63,000
	Ford	S.W.	1973	5	61,000
Watertown Dial-a-Ride	Chevrolet	Van	1973	5	70,000
Easter Seal Rehabitation Center	Chevrolet	S.W.	1973	5	64,000
	Chevrolet	S.W.	1973	5	91,000
Cheshire Seniors Mini Bus	Chevrolet	Van	1974	4	75,000
NOW, Inc. (Their Schedule)	Ford	Van	1974	4	61,000
	Dodge	Van	1975	3	78,000
Comprehensive Trans. Service	Chevrolet	Van	1975	3	72,000
RSVP	Ford	Van	1972	6	49,000
Heritage Village	Ford	Van	1971	7	40,000
	1978				As of Oct.'78
Easter Seal Rehabilitation Center	Chevrolet	S.W.	1974	6	68,000
	Chevrolet	Van	1975	4	90,000
Now, Inc. (Their Schedule)	Ford	Van	1974	5	64,000
Prospect Mini Bus	Dodge	Van	1975	4	71,000
Southbury Seniors (Their Schedule)	Ford	Van	1974	5	65,000
Woodbury Seniors	Chevrolet	Van	1974	5	63,000
	1979				As of Oct.'79
Morris Foundation	Chevrolet	S.W.	1974	6	70,000
	Plymouth	S.W.	1975	5	65,000

TABLE XXII (continued)

ANNUAL REPLACEMENT SCHEDULE* FOR SPECIALIZED TRANSPORTATION SERVICES IN THE CNVR:

ORGANIZATION	MAKE	TYPE	YEAR	AGE	MILEAGE
	1979				As of Oct.'79
Waterbury YMCA	Dodge	Van	1975	5	60,000
Four Hills Mini Bus	Plymouth	Van	1975	5	74,000
	1980				As of Oct.'80
Headstart	Dodge	Van	1975	6	53,000
PRYO**	Chevrolet	Van	1973	8	50,000
Oxford Community C.P.**	Pontiac	S.W.	1973	8	43,000
Morris Foundation**	V.W.	Van	1974	7	31,000
Elderly Health Screening	Dodge	Van	1975	6	60,000
	1981				As of Oct.'81
CETA	Plymouth	S.W.	1974	8	100,000+
Western CT. Jewish Community Center	Ford	Van	1976	6	60,000
Comprehensive Trans. Service	--	--	1977	5	100,000+
Cheshire Seniors Mini Bus	--	--	1977	5	100,000+

*Based on life of 65,000 miles or 6 years.
**Due to low annual mileage put on these vehicles, replacement has been scheduled beyond the 6 year limit.

Source: CNVRPA Staff work, November, 1976.

Individual agencies will be responsible for submitting all necessary information required by the COG. In turn, the COG will prepare the bid forms including conditions of bidding, general vehicle specifications, options, advertising and all other activities connected with the bid.

It is suggested that the Federation also take responsibility for processing applications for 16(b) 1 and 2 vehicles from the ConnDOT UMTA program. This will ensure that planning and coordination efforts are fully considered by municipalities and social service agencies. The Federation would be responsible for prioritizing the vehicle needs and financial resources available to member agencies thereby improving the equity of the application process. In effect, those agencies with need for the most assistance will be given the first priority in the selection process.

The Federation could also explore the option of working with the COG staff and chief elected officials to provide the required local match on 16(b) 1 and 2 vehicles. If this option proves feasible, municipal mini bus programs and social service agencies would not need to depend upon the Connecticut Department of Transportation to provide a state match to Federal funds. Under the aegis of COG the Region's municipalities could provide a local match to Federal dollars (80% Federal and 20% local) thereby achieving greater cost savings than would be possible through cooperative purchase of vehicles. The Central Naugatuck Valley Regional Planning Agency will review the 16(b) 1 and 2 applications submitted by the Federation and forward its comments to the Connecticut Department of Transportation.

Financial Responsibility:

In the first year, the COG will contribute $1,000 of staff time for the complete bid process. In succeeding years, the Waterbury Transit Federation will be given responsibility for maintaining the program with technical assistance provided, when necessary by the COG staff.

Five Year Program Development Costs:

	Fiscal Year				
	1978	1979	1980	1981	1982
Annual Cost Estimate	$1,000	$1,000	$1,000	$1,000	$1,000

Staff:

During the first year, one part-time COG transportation coordinator will be required. In the second year, the Waterbury Transit Federation will take full responsibility for the management of the program. The Federation will be responsible for delegating management responsibilities to a transportation coordinator who will also be in charge of other Federation purchase of service agreements and administration of the Federation.

Facilities:

COG office, 20 East Main Street, Waterbury, CT 06702

3. *Intermunicipal Coordination of Elderly Transportation*

The municipalities of Beacon Falls, Bethlehem and Middlebury are without mini bus service for the elderly. None of these municipalities has taxi service and only a limited level of bus service is available in Beacon Falls. According to the 1975 Operation Outreach survey, the salient concern of the elderly in the municipalities of Beacon Falls and Middlebury has been transportation. These two municipalities have not considered providing mini bus service for their elderly because their towns did not have sufficient elderly to merit a full-time transportation program. However, in 1976 when Naugatuck and Watertown Mini Bus Services applied for UMTA 16 (b) 2 funds for additional vehicles, the Northwest Connecticut Agency on Aging suggested that these additional vehicles be used to provide a minimal level of service to the elderly in Beacon Falls, Bethlehem and Middlebury. Both programs have agreed to expand their service to cover their neighboring municipalities on a part-time basis. Both Naugatuck and Watertown have agreed to offer once a week service to their neighboring towns. In the case of Middlebury, service could be expanded to additional periods of the week since the Watertown MiNi Bus frequently passes through Middlebury on its way to Waterbury's Central Business District and the Naugatuck Valley Mall. The intermunicipal arrangement with Naugatuck is scheduled to be in operation in the spring of 1978.

Furthermore, due to recent difficulties with the management of the Four Hills Mini Bus the CNVRPA has suggested that there be a reevaluation of the level and area of service offered by this mini bus. As can be seen in the Table below, the service provided to Morris and Harwinton is much more expensive than that provided to Litchfield and Thomaston. In fiscal year 1975-1976 the average round trip made by the elderly in Morris was 24 miles, 14.4 miles in Harwinton, 11 miles in Litchfield and 7.8 miles in Thomaston. Currently, Thomaston uses the mini bus two days of the week and the other municipalities use it one day a week. Ridership is low in Morris and Harwinton, with less than 3 people using the vehicle on the day it serves Morris and less than 5 people on the day it serves Harwinton.

Indicators of the Operating Efficiency of the Four Hills Mini Bus: 1975-1976

	Cost per Passenger Trip	Miles per Round Trip	Passenger Trips per Day	Total Passenger Trips	Total Miles
Harwinton	$3.64	14.4	9.6	512	3,687
Litchfield	2.53	11.2	14.4	736	4,146
Morris	5.78	24.2	5.9	322	3,912
Thomaston	2.60	7.8	13.9	1,430	5,592
Average	3.10	11.0	11.5	-	-
Total	-	-	-	3,000	16,640

Source: Dispatcher's records of the Four Hills Mini Bus, December, 1976.

Undoubtedly, the small elderly population in these municipalities along with the limited level of mini bus service available has contributed to the limited ridership found in Morris and Harwinton. One way of improving service to the elderly in Morris, Harwinton and Litchfield would be to expand regular service to three days a week in Litchfield and two days a week in Harwinton, maintain one day a week service in Morris (shared with Litchfield) and include Thomaston within the service area of the Watertown Mini Bus. Expanded service in Litchfield and Harwinton would allow the elderly to depend upon the mini bus for regular travel thereby increasing ridership. In the case of Morris, where ridership is low, all service should be offered in conjunction with the adjoining municipality of Litchfield in order to increase ridership levels and reduce the miles travelled to the point of passenger pickup.

The transfer of Thomaston into the Watertown mini bus system will be feasible when Watertown acquires a second vehicle. The directors of the Four Hills Mini Bus and the Watertown Mini Bus have already shown a strong interest in such an arrangement since these two municipalities are directly linked by state roads and share a general orientation to the Waterbury area.

This reorganization of service would reduce the vast geographic area served by the Four Hills Mini Bus since the bus could be relocated more centrally to the municipalities of Morris, Harwinton and Litchfield. Furthermore, unproductive miles would be reduced and the level of service improved by creating a three town service.

Detailed System Design

Purpose:

- To improve the efficiency and vehicle productivity of municipal mini buses operating in low density suburban areas.
- To provide all elderly in the Region with door-to-door transportation service by offering transportation to the elderly in Beacon Falls, Bethlehem and Middlebury.

Implementation Procedures:

- Publicity and outreach efforts will be required when Naugatuck and Watertown initiate service in their adjoining municipalities.
- A schedule of service must be developed and disseminated to reach the greatest number of elderly.
- Formal contact must be made with extended care facilities to ensure participation of institutionalized elderly in the new transportation services.
- Expanded service will require recruitment of an additional driver for both the Naugatuck and Watertown mini buses.
- Reorganization of the Four Hills service, now serving Thomaston, Litchfield, Harwinton and Morris, into a "Three Hills" service (minus Thomaston) could be accomplished while still retaining the existing driver and project council. Since the project council is currently composed of representatives from each municipality, membership will be limited to representatives from the three remaining municipalities.
- It is suggested that the Northwest Connecticut Agency on Aging, the Project Council and the project director evaluate operating and financial statistics of the Four Hills Mini Bus and determine suitable schemes for reorganizing the management and financially supporting the service.

Financial Responsibility:

The municipalities of Bethlehem, Middlebury and Beacon Falls will be responsible for financial support of the service provided in their municipalities. Municipal contributions should be based on the number of days of service provided to each town.

The reorganization of the Four Hills Mini Bus service will require Litchfield, Harwinton and Morris to assume full financial responsibility for the current service. The number of days of service provided to Thomaston should be used as the basis for determining Thomaston's financial support of the Watertown mini bus.

Five Year Program Development Costs:

	Fiscal Year				
	1978	1979	1980	1981	1982
Annual Operating Costs					
Naugatuck Dial-a-Ride (for additional van)	$ 8,000	$ 8,800	$ 9,600	$10,500	$11,500
Watertown Mini Bus (for additional van)	10,000	11,000	12,100	13,300	14,000
Three Hills Mini Bus (for total service)	10,000	11,000	12,100	13,300	14,000
	$28,000	$30,800	$33,800	$37,100	$39,500
Ridership Projections: (for total operation)					
Naugatuck Dial-a-Ride	12,500	14,800	15,000	15,200	15,700
Watertown Mini Bus	14,500	16,500	18,000	19,500	20,000
Three Hills Mini Bus	2,400	3,300	3,600	4,000	4,400
Capital Expenditures:					
Naugatuck Dial-a-Ride*	$10,000				
Watertown Mini Bus	$10,000				
	$20,000				

*The Naugatuck Human Resource Development Agency has recently received approval of its 16 (b)2 application. The vehicle is wheelchair accessible and should alleviate some of the pressure placed on the American Red Cross Service. (see Strategy 11)

4. Provision of Subsidized Evening and Weekend Taxi Service

Perhaps one of the most overlooked ways of providing transportation for the elderly has been through local taxi cab operators. In large part this oversight has occurred because Federal funds for the development of specialized transportation programs for the elderly have been readily available. However, the establishment of these specialized single purpose transportation programs for the elderly has all too often created competing systems of transportation, which have in many cases led to the disappearance of the taxi operator and personalized transportation for the general public. In Waterbury, the Waterbury Yellow Cab is the largest provider of personalized transportation for the elderly with an estimated 104,000 taxi trips made by elderly individuals in 1975. In contrast, the MiNi Transit Service, although offering free transportation to the City's elderly, carried only 24,444 elderly residents in fiscal year 1975-1976.

Subsidized taxi service for the elderly could be provided as a replacement for the services offered by municipal mini bus services or it could be a supplement to these services offered during the evenings or weekends when their free transportation is not available. The elderly in the municipalities of Cheshire, Prospect, Waterbury and Watertown could be included in any program designed to expand evening or weekend service. The fact that Waterbury Yellow Cab is franchised to serve Waterbury and Watertown, Majestic Cab is franchised to serve Waterbury and Prospect and Cheshire Taxi and Livery is franchised to serve Cheshire could make this a feasible multi-town strategy.

Another means by which subsidized taxi service might be available to offer additional cost reductions is by providing group riding to its patrons. This will require modification of Public Utility Control Authority (PUCA) regulations since the current regulations governing the operation of taxi cabs prohibit group riding in Connecticut. However as of October, 1976 the Terminal Taxi Company of New Haven received special permission to operate a shared riding program. Charles Curtin,

owner of Waterbury Yellow Cab has indicated that a similar program could be initiated in Waterbury as early as the spring of 1978. If local taxi service provided the elderly with group riding, average costs per mile and per passenger trip would be considerably lower than the Region's elderly mini buses even without a subsidy. However, since elderly mini buses are generally providing free transportation, taxi service will not be a substitute for mini buses until such time as taxis are also provided with a subsidy to serve the elderly. If this were done, taxi service would be far more effective and efficient than any of the existing mini bus operations since the economies of scale in operating a large service, and the ease of routing a radio dispatched taxi, offer sizable cost advantages over small scale telephone dispatched mini buses.

Even if the taxi is not used as a total replacement for local mini bus services, it could still be used to supplement them. This could be accomplished through offering special night and weekend discount fares for the elderly during the hours mini bus service is not in operation. A program similar to this has already been initiated for handicapped persons using Curtin Livery Service to provide low cost group riding to evening recreation. Similar programs for the elderly could be equally successful if the elderly were more organized and provided with group activities in the evening or on weekends. If cab service was provided during these hours, it would certainly increase the mobility of the elderly since only two of the Region's mini buses operate more than five days a week.

The Northwest Connecticut Agency on Aging (NWAA) has shown considerable interest in the concept of subsidizing Waterbury Yellow Cab to provide priority transportation for Waterbury's elderly. The NWAA has approximately $10,000 available during fiscal year 1976-1977 which could be used to develop subsidized evening and weekend taxi service for the elderly. The Northwest Connecticut Agency on Aging has indicated that it would like to offer this service through the MiNi Transit service, since the MiNi Transit service has a large established elderly clientele which could

easily be contacted for distribution of free taxi passbooks or coupons. Taxi passbooks could be mailed to those elderly indicating an interest in the service with the provision that actual use of the passbooks would require an identification card to be shown to the taxi driver. Charles Curtin, owner of the Waterbury Yellow Cab Company, has indicated a strong interest in developing low cost subsidized taxi service for the elderly. Based on the August, 1975, survey of elderly MiNi Transit users, as many as 63% desired evening services and 66% desired service on weekends. Scheduling of this supplementary service could be done by MiNi Transit with actual provision of the service left to Waterbury Yellow Cab. This arrangement would allow MiNi Transit to arrange for group riding and to establish standard trips to evening and weekend activities in order to minimize any unplanned and uncoordinated use of taxi cab service.

Detailed System Design

Purpose:

- To increase the mobility of the elderly in the evenings and on weekends when municipal mini bus services are not operating.
- To reduce the cost of taxi service for those elderly living on low incomes by providing subsidies and encouraging group riding.
- To offer low cost group riding in taxis to the general public through amendment of Public Utilities Control Authority (PUCA) regulations.

Implementation Procedures:

- Waterbury Yellow Cab and Northwest Connecticut Agency on Aging must establish a workable subsidy arrangement, payment procedure, eligibility requirements and monitoring systems for transporting elderly residents within the franchise area served by the taxi company.
- PUCA regulations governing taxi service must be amended to allow for group riding as a matter of right. This will require amendment of Section 16-319 of the General Statutes covering taxi service in Connecticut. Since amendment of current regulations governing taxicabs may not be possible prior to 1978,

Waterbury Yellow Cab must be ready to submit all necessary financial and operating statistics to the PUCA during 1977 for establishment of a special experimental group riding and subsidized taxi service program. Thereafter a public hearing will be held by the PUCA to discuss the financial and service impacts of group riding on Waterbury Yellow Cab to ensure that the program does not have an adverse effect on the service provided by the rest of the company.

- Waterbury Yellow Cab and the MiNi Transit Service must develop a workable inter-agency agreement for the scheduling and dispatching of MiNi Transit's elderly clients desiring to use subsidized evening or weekend taxi service.

Preliminary conversations with Waterbury Yellow Cab and Northwest Connecticut Agency on Aging indicates that a coupon book issued to users is the most attractive and most manageable payment arrangement. MiNi Transit could purchase coupon books from Waterbury Yellow Cab and in turn issue these to individual elderly desiring to use taxi service. Coupon books should be issued on a first come first served basis with income guidelines established which suggest the cost of the coupon based on income levels. This will ensure that low income elderly are given the opportunity to ride at no cost while upper income elderly are offered little or no discount on the true cost of the coupon books.

Operating policies should require the elderly to use this coupon between the hours of 6:00 p.m. and 6:00 a.m. on weekdays. On weekends, coupons will be valid all day Saturday and Sunday. MiNi Transit will be responsible for educating users of the service in group riding and shared cost arrangements.

- Northwest Connecticut Agency on Aging must determine the need for evening and weekend service for the elderly and the local, state and federal financial resources available for maintaining the program, at the termination of the grant period.

Service area:

- The service area will be limited to Waterbury, Prospect and Watertown. At present Waterbury Yellow Cab's franchise area is limited to Waterbury and Watertown but service could also be offered in Prospect once Majestic Cab Service is tied into the same radio frequency as Yellow Cab. Elderly living in other suburban municipalities could also be included in this strategy as long as their final destination falls within the franchise area of Waterbury Yellow Cab.

Marketing:

- MiNi Transit will be responsible for publicizing evening and weekend taxi service using the administrative budget allocated to it by the Northwest Connecticut Agency on Aging. Since MiNi Transit has established elderly clientele, outreach efforts will include fliers on the MiNi Transit's vehicles, posters in shopping centers, meetings with elderly living in elderly housing projects and mail-out fliers to elderly users of MiNi Transit. Similar outreach efforts will be required for elderly living in Watertown and Prospect.

Implementation Responsibility:

The Northwest Connecticut Agency on Aging will have primary responsibility for implementing the program although the CNVRPA will provide some technical assistance in the preliminary phase to ensure that a suitable system of monitoring and distributing of coupons is developed. Thereafter the MiNi Transit Service will be given primary responsibility for the operation of the service, payment of bills, scheduling of clients and maintaining on-going contact with Waterbury Yellow Cab.

MiNi Transit will probably be able to schedule night and weekend service without hiring additional staff. Service will be scheduled by the MiNi Transit dispatcher who will be responsible for organizing group taxi travel, maintaining a file on program users and preparing separate schedule forms for evening taxi service. These schedules will be prepared a day in advance and delivered to the Waterbury Yellow Cab dispatcher at the end of each weekday. Since MiNi Transit's office is within close proximity of the dispatching office for Waterbury Yellow Cab there

should be no difficulties or inconveniences created by this administrative arrangement. The additional responsibilities required of MiNi Transit in order for it to operate as a clearinghouse for subsidized taxi service for the elderly will require the Northwest Connecticut Agency on Aging to allocate $10,000 a year to the MiNi Transit Service of which $8,000 will be used for payment of taxi services and $2,000 for administration of the program. This $2,000 allocation to MiNi Transit will not only include staff salaries but all necessary advertising and publicity efforts required to promote the program. In the second year of program operation the level of subsidy available for elderly transportation will be increased from $10,000 to $18,000. The increased ridership expected in the second year will require an additional $1,000 financial support to MiNi Transit in order for it to allocate sufficient time to the scheduling, administration and monitoring of the service.

Financial Responsibility:

The MiNi Transit Service along with the CNVRPA will be responsible for preparing a grant application to administer subsidized taxi service. The MiNi Transit Service will be responsible for management of the service and will have the direct responsibility for payment of subsidies to Waterbury Yellow Cab.

It is suggested that the grant be a non-decreasing, three-year award used to develop a service which proves the financial advantages of serving the elderly through taxicab operators. In the fourth year, the City of Waterbury and the municipalities of Watertown, Prospect and other participating municipalities would be requested to take full financial responsibility for the service. This three-year experiment could clarify the advantages of incorporating MiNi Transit's service with that of Waterbury Yellow Cab. (See Strategy 8)

It is suggested that this strategy could also be implemented and financially supported in the municipalities of Cheshire, and Southbury at a later date once it has proven successful in Waterbury. Cheshire Taxi and Livery in Cheshire and Laurel Taxi in Southbury could at a later date expand their services to group riding for the elderly and coordinate with municipal mini bus programs.

Five Year Program Development Costs:

	Fiscal Year				
	1978	1979	1980	1981	1982
Ridership Level *	14,500	27,000	27,000	27,000	27,000
Subsidy Available for Waterbury Yellow Cab	$ 8,000	$15,000	$15,000	$15,000	$15,000
MiNi Transit Allocation for Administration of the Service	2,000	3,000	3,000	3,000	3,000
Total Grant from Northwest Connecticut Agency on Aging	10,000	18,000	18,000	18,000	18,000

*Annual ridership levels assume that the entire subsidy to Waterbury Yellow Cab will be expended and that there will be an average of 3 persons per taxi trip at a total cost of $1.66 per ride. This would represent an average subsidy per user of 55 cents for each one-way taxi trip.

Staff:

Existing staff of MiNi Transit and Waterbury Yellow Cab.

Funding Constraints:

In order to maintain the service beyond the 3 year period of Title III funding provided through the Older Americans Act, MiNi Transit and Northwest Connecticut Agency on Aging must seek the financial support of the City of Waterbury and other participating municipalities. Local funding for subsidized taxi service may be more feasible if MiNi Transit's services are incorporated into those offered by Waterbury Yellow Cab.

5. *Coordinated Funding of a Multi-Agency Transportation Service*

Rising transportation costs and an increasing number of clients needing service have led many social service agencies to consider contracting out their transportation services. In some instances, rising transportation costs have resulted in a diminution of other agency services in order to guarantee client attendance at school programs, therapy workshops, or job training centers.

The agencies which have expressed a strong interest in contracting out their transportation services are those which serve the handicapped. United Cerebral Palsy (UCP), Easter Seal Rehabilitation Center of Greater Waterbury, Waterbury Area Retarded Citizens (WARC), the Division of Vocational Rehabilitation and the Department of Social Services have indicated that if another agency could provide the same services at the same cost they are currently providing on their own or through a subcontract, they would consider getting out of the transportation business. Indeed, the director of Easter Seal Rehabilitation Center and a program supervisor at the Waterbury district office of the Department of Social Services indicated that reduced cost for transportation was not necessarily an important consideration for their agencies if a multi-agency transportation service were capable of providing more <u>timely</u> service and utilized equipment and vehicles specifically suited to serve the transportation needs of physically handicapped persons.

Of those interested agencies the Department of Social Services and the Division of Vocational Rehabilitation currently purchase all of the transportation services utilized by their clients through a variety of existing bus, taxi, livery and elderly mini bus operations. Easter Seal Rehabilitation Center of Greater Waterbury provides some transportation for clients coming to the Rehabilitation Center in Oakville but many come by public bus, taxi or MiNi Transit. The WARC currently pays individuals to transport its clients to its day school and evening recreational programs, while UCP provides transportation for many of their clients with agency vehicles operated by teaching staff. As can be seen in the Table below, these five agencies spent an estimated $284,200 in fiscal year 1975-1976 on the transportation of their clients.

Transportation Costs of Organizations Serving the Handicapped: 1975-1976

	Estimated Administrative Costs	Estimated Cost of Agency Transportation Services	Estimated Cost of Purchased Transportation	Total cost for Client Transportation
Easter Seal Rehabilitation Center	$ 5,000	$15,000	$ 14,400	$ 34,400
United Cerebral Palsy	300	5,000	0	5,300
Waterbury Assoc. for Retarded Citizens	4,500	0	30,000	34,500
Division of Vocational Rehabilitation	9,000	0	50,000	59,000
Dept. of Social Services	8,000	0	143,000	151,000
TOTAL	$26,000	$20,000	$237,400	$284,200*

*There is some duplication of funds due to the fact that the Division of Vocational Rehabilitation finances some of the transportation offered by Easter Seal Rehabilitation Center.

Source: CNVRPA Staff work, December, 1976.

Most of the money spent on transportation is currently allocated to purchase of service agreements rather than to actual operation of agency transportation programs. Consequently, most of the agencies are less concerned with reducing the cost of their own transportation program than with establishing a more effective and low cost purchase of services agreement. Nonetheless, Easter Seal Rehabilitation, UCP and WARC are keenly interested in dropping their own limited transportation services because of rising costs.

Partly because these organizations make less than optimal use of their vehicles (they are not used seven days a week) and often spend considerable administrative time on transportation matters which is not directly accounted for in their transportation budget, many of the directors of these services have turned to established

vehicle-for-hire services such as Curtin Medical Livery or free service such as MiNi Transit to meet a large portion of the transportation needs of their clients. In May and June of 1976, WARC, UCP and Easter Seal Rehabilitation Center of Greater Waterbury voiced a need for greater assistance from the MiNi Transit Service. It was felt that MiNi Transit was not adequately serving the transportation needs of the handicapped even though its contract with Model Cities stipulated that the handicapped were a target group to be served. In response to their requests, the MiNi Transit Service undertook a summer pilot project providing transportation for clients of the WARC traveling to summer day camp. In the fall of 1976, MiNi Transit expanded its assistance to UCP and to the Easter Seal Rehabilitation Center for routine transportation to school and therapy. The expanding role being played by MiNi Transit in the provision of transportation for the handicapped suggests that this service could become the nucleus of a multi-agency transportation program for those organizations serving the handicapped.

However, some of the agencies are skeptical as to whether MiNi Transit could serve all of their needs because the present service in only available for Waterbury residents.

North East Transportation, Curtin Livery, MiNi Transit and B&C Medical Services have all indicated an interest in providing specialized transportation for social service agencies in Waterbury. Curtin Livery has felt it could provide a more efficient and low cost service due to the size of its fleet and the efficiency of its dispatching system. North East had viewed such a multi-agency service as a means to increase the company's revenues. Similarly B&C Medical Services has offered to provide the service feeling its company has the most suitable skills and experience and could provide service at the least cost.

Furthermore, it should be noted that scheduling of service for clients of all these agencies has been pointed out as a problem which could impede the development of a comprehensive multi-agency transportation system. Waiting times are critical for

patients of Easter Seals who suffer from painful physical ailments and for children enrolled in school programs at UCP or WARC who must arrive at school promptly.

Certainly, the development of a multi-agency transportation service for the handicapped must consider its effect on existing public providers of service and on the forthcoming services to be provided by Waterbury Yellow Cab's wheelchair accessible taxi and the two UMTA buses designed for the handicapped. The contracting out of transportation services must be coordinated with the plans for the UMTA and Waterbury Yellow Cab vehicles for the handicapped and should not create a duplication of services currently provided by established chair car or livery operators. This suggests that one transit operator should provide the service desired by social service organizations as well as operate the UMTA pilot project for the handicapped.

The provider which is finally chosen might also be eligible for UMTA Section 5 operating subsidies if it could be demonstrated that the service would play a critical function in the provision of public transportation for the handicapped that could not otherwise be met by public bus service.

Demand responsive service geared to the special needs of the handicapped must be available to all the handicapped and disabled to be considered a public transportation service. According to UMTA, para transit services which may qualify for operating subsidies include Dial-A-Ride, jitney, mini bus and other types of collective shared ride transportation services. These operating subsidies could be provided through the organizational mechanism proposed by the CNVR Transit Study - A Waterbury Transit District - or it could be provided through the CNVRPA or the CNV Council of Governments.

The level of interest expressed by bus, taxi, chair car and mini bus operators in the development of a multi-agency funded transportation program suggests that a bidding procedure should be initiated to determine which operator could provide the least expensive and most effective service.

Detailed System Design

Purpose:

- To reduce the cost of client transportation for social service agencies.
- To reduce the level of duplication of transportation services offered by social service agencies.
- To improve the use and productivity of para-transit services in the Region.
- To stimulate the provision of better services and lower cost social service transportation through competitive bidding by para-transit operators including taxi, livery, chair car services and demand responsive mini bus services.

Implementation Procedures:

A multi-agency agreement must be developed which delineates the type, level, quality and cost of service to be purchased by social service agencies. The agreement must identify the areas where service will be needed, the trip generation potential of facilities serving the handicapped and the scheduling needs of each agency's clients.

The level of financial support required and the criteria for determining each agency's financial support of the service must be established under the direction of the CNVRPA. A bidding procedure for provision of transportation service must be established. During the planning phase consideration must be given to the impact which B&C Medical Services, Waterbury Yellow Cab and the two UMTA buses for the handicapped will have on the feasibility of creating a single transportation service for organizations serving the handicapped.

The bid procedure must allow for the possibility of developing purchase of service agreements with more than one transportation provider. This may be required if (1) the transportation needs of all social service agency's clients are not capable of being provided by one type of para-transit operator working within one service area or (2) if specific service needs such as night or weekend transportation, out-of-town service, wheelchair service, or medical assistance to riders are dealt with as separate bids for service within the total purchase of service agreement.

Implementation Responsibility:

The CNVRPA will have principal responsibility for organizing interested agencies and preparing a request for proposal to be distributed to all regional providers of para-transit services. Formal agreement to purchase services will require the unanimous consent of participating agencies. Bids prepared by para-transit operators will be evaluated in terms of the cost, level, quality, and type of service to be offered.

Once established, the program will be maintained by participating agencies with quarterly monitoring of the system performed by the multi-agency transportation provider.

Financial Responsibility:

The participating social service agencies will be responsible for financial support of the multi-agency service. Additional monies could be made available through UMTA Section 5 operating subsidies if the para-transit provider chosen maintains a public service available to all handicapped residents within the service area. In addition, the CNVRPA will contribute approximately two and one-half months staff time at an estimated cost of $4,000.00 to implement the multi-agency transportation program. Thereafter it is estimated that the multi-agency transportation service will be required to allocate $2,000.00 a year to maintain the service.

Five Year Program Development Costs:

	Fiscal Year				
	1978	1979	1980	1981	1982
Annual Management Costs:	$4,000	$2,000	$2,000	$2,000	$2,000
Ridership Levels	26,000	28,600	31,500	34,650	38,000

The 1978 Ridership Level is a conservative estimate based on the annual number of passenger trips made by UCP, WARC and Easter Seals Rehabilitation Center. Use of the service by clients of the Department of Social Services or the Division of Vocational Rehabilitation will increase ridership projections considerably.

Funding Constraints:

Implementation of this strategy will in large measure depend upon the extent to which those bidding for service can provide transportation at a lower cost than currently being provided by existing agency transportation services and existing agency purchase of service agreements. If the cost of service is too high, there may be little financial interest in its implementation. Furthermore, Section 5 operating subsidies may not be available if the service is confined to serving only the needs of clients of social service agencies.

6. *Cooperative Purchase of Services*

Cooperative agreements for the purchase of parking space, maintenance, insurance, gasoline, oil and tires can offer sizable cost savings for social service agencies. However, the development of any purchase of service agreements will require a formal commitment to cooperate. The Waterbury Transit Federation could be responsible for establishing these formal commitments to cooperate and in determining the actual types of services desired by each agency. Four types of agreements appear to be feasible and desirable alternatives that could be implemented by the Federation:

1. central parking garage
2. central maintenance garage
3. central purchase of supplies
4. central leasing of vehicles

While these four agreements are presented separately, in actual fact they could be combined together depending upon the degree of interest expressed by Waterbury social service agencies.

1. The central parking garage agreement involves the signing of an agreement by a federation of agencies to use the same garage for the storage of their vehicles. The actual garage chosen would be decided by the Federation but would have to be located in a central location in downtown Waterbury to be convenient for most social service agencies.

Currently, many of Waterbury's social service agencies park their vehicles out-of-doors where they are subject to vandalism and inclement weather. Furthermore, organizations like NOW, Inc., RSVP, Morris Foundation, the YMCA and PRYO park their vehicles out-of-doors in high crime areas of the City. Other organizations like UCP, MiNi Transit, Elderly Health Screening and the Meals-on-Wheels Program are renting space at considerable monthly expense in order to protect and maintain their vehicles. A centralized garage would allow those agencies which park their vehicles out-of-doors to protect them in the winter, while those who are currently garaging their vehicles might be offered considerable savings through economies of scale accrued from a multi-agency fleet garaging agreement.

Twelve organizations owning 27 vehicles indicated an interest in the concept of a centralized garage in downtown Waterbury. (See Table XXIII.) However, some of these agencies were concerned that the facility be accessible on a 24 hour basis and be within close proximity to their main office.

2. The central maintenance garage agreement could be incorporated with the central parking garage agreement if both services could be provided from one facility. A central maintenance garage agreement would require a formal commitment by interested agencies to use the same garage for repairing and servicing their vehicles. Unlike the parking garage agreement agencies located in the periphery of the city or in the suburban municipalities might also be interested since distance from the facility would not be as critical a factor. The maintenance garage would not only provide lower cost maintenance but could offer a preventative maintenance program for all participating agencies.

3. A central purchase of supplies agreement would require a formal commitment by members of the Federation to purchase gasoline, oil, tires and parts through one or more wholesale outlets. Since gasoline and oil are large components of operating costs these types of agreements would have a broad appeal. Bulk purchase of gasoline and oil could be negotiated through a local gasoline station or it could be incorporated into other agreements for central parking or maintenance garages.

4. Central leasing of vehicles requires the establishment of a single organization that owns, maintains, insures and leases vehicles. The organization could lease its vehicles like established rental agencies which require users to provide gasoline, oil and the driver. Since the leasing agency would be responsible for maintenance, many of the current agency problems of vehicle downtime and high maintenance costs would be corrected. The agencies interested in this arrangement would also be offered back-up vehicles by the leasing organization whenever repairs were required. This would increase the reliability of their services.

Rather than purchasing a new fleet of vehicles, the actual vehicle fleet of the leasing organization could be composed of the vehicles currently operated by interested agencies. Social service agency vehicles could be rented at a nominal fee of $1 a year to the leasing organization which would maintain and insure the vehicles and in turn rent them back to the same agencies. This arrangement could be combined with the central parking agreement if a suitable maintenance and parking facility are located.

Several possible garage facilities have been suggested including the Standard Taxi Garage opposite the YMCA and the Burton Street Garage owned by the City of Waterbury. These garages could be utilized for parking and maintenance and could also supply gasoline. In addition, if a leasing organization were to be established it could be located in such a facility as well.

Another possible way of providing garage and maintenance facilities would be to incorporate the needs of para-transit into the proposed maintenance garage feasibility study to be done for North East Transportation Company. By combining the facilities for public buses with those for para-transit, substantial savings could be realized in the construction of a new facility. However, this option would be more advantageous if mini bus services also were operating with diesel vehicles like those of North East. Compatible fuels, parts and maintenance would then reduce costs and eliminate the need for an entirely different maintenance crew. Nonetheless, even if para-transit services used gas powered vehicles, there would still be an advantage in combining facilities for bus and para-transit since this could facilitate joint management and record keeping procedures for all transit services.

Detailed System Design

Purpose:

- To improve the operation and maintenance of specialized transportation services through central maintenance and parking garage agreements.

- To obtain economies of scale in the purchase of gasoline, oil, tires and other supplies.
- To reduce agency costs by purchasing transportation through a central leasing organization.

Implementation Procedure:

- The Waterbury Transit Federation must determine the feasibility of implementing cooperative purchase of maintenance, parking and supplies agreements. The feasibility analysis must determine if cooperative purchase of parking space maintenance and supplies can be integrated into one purchase of service agreement.
- Suitable facilities must be located in the downtown area in order to be accessible to most social service agencies. If suitable facilities are not located, then the Federation and the CNVRPA should consider incorporating the needs of para-transit into the maintenance garage feasibility study to be done for North East.

Parking and Supplies:

The City owned Burton Street garage must be considered as one possible location for parking vehicles and distributing supplies. The feasibility of this option hinges upon the creation of a multi-agency transportation service under the management of the MiNi Transit service since the City of Waterbury would be more apt to make their garage available to a City sponsored service than to one operated by private agencies. (See Strategy 9)

The City of Waterbury must be contacted to determine the possibility of using the Burton Street garage as a multi-agency transportation center for MiNi Transit and other social service agencies where parking space and supplies could be offered. An assessment of combined annual agency consumption of gasoline, oil, tires and other supplies must be prepared as part of preliminary negotiations for the bulk purchase of supplies.

Social service agencies that indicated an interest in parking facilities must be contacted again to determine their interest in the Burton Street garage.

Maintenance:

Cooperative purchase of maintenance will require a broader level of participation than is expected within the multi-agency transportation center located at the Burton Street garage. An agreement for cooperative purchase of maintenance would include not only social service agencies, but Waterbury Yellow Cab, B&C Medical Services and municipal mini bus programs. Waterbury Yellow Cab, the MiNi Transit Service and numerous other social service agencies have already shown a strong interest in this proposal.

An assessment must be made of the maintenance costs and the types of maintenance problems faced by participating agencies as part of the preliminary negotiations for purchase of services from a local garage.

A preventive maintenance program must be developed for participating agencies.

Leasing Organization:

The multi-agency transportation service, located at the Burton Street garage, could also function as a leasing organization, supplying vehicles for rent to agencies desiring to utilize their own driving staff. Individual agencies could lease their vehicles to MiNi Transit under a contract whereby MiNi Transit would assume full responsibility for maintenance, insurance, parking and cleaning, and in turn lease the vehicle back to the individual agency which would only be required to provide the driver, gasoline and oil.

In order to ensure that sufficient rental vehicles are available to participating agencies, the leasing organization must have a supply of spare vehicles. This will be necessary so that rental vehicles will always be available even when an agency's normal vehicle is out of service due to repairs, or preventative maintenance.

The leasing organization will be required to develop leasing arrangements for social service agencies specifying the rental charges per mile, per day and the conditions for long-term leasing. This will require a detailed analyses of vehicle operating

costs for social service agencies, MiNi Transit and established national car rental agencies in the Waterbury area. Preliminary estimates of operating costs for federally owned motor pools suggests that vehicles could be leased for 17 cents a mile.

Implementation Responsibility:

The CNVRPA will be responsible for implementing the purchase of service agreements for the Federation and the multi-agency transportation center under the aegis of MiNi Transit. However, once the initial agreements are established, the Federation and MiNi Transit will assume full responsibility for maintenance of the programs. It is expected that the initial work required to implement these agreements will require the CNVRPA to contribute approximately 6 months staff time at an estimated cost of $7,000.

Once these agreements have been established, members of the Federation and the multi-agency transportation service will be required to commit less financial and staff time to maintain the program. It is estimated that cooperative purchase of supplies, parking and maintenance and operation of the central leasing organization could be administered by the Federation's Transportation Coordinator and MiNi Transit's director at an estimated cost of $3,500 after the first year of implementation. This cost should be built into the purchase of service agreements to ensure maintenance of the program.

Financial Responsibility:

Financial responsibility for the services rendered will be with those agencies participating in each agreement. The Waterbury Transit Federation should be the organization designated responsible for purchase of maintenance while the other services could be offered by the Transportation Center managed by MiNi Transit.

Five Year Program Development Costs:

	Fiscal Year				
	1978	1979	1980	1981	1982
Purchase of Supplies	$1,000	$ 500	$ 500	$ 500	$ 500
Purchase of Parking	1,500	500	500	500	500
Purchase of Maintenance	2,500	1,000	1,000	1,000	1,000
Leasing Organization	2,000	1,500	1,000	1,000	1,000
Total Purchase of Service	$7,000	$3,500	$3,000	$3,000	$3,000

Staff:

The CNVRPA will supply the staff time of one transportation planner during the initial year of implementation. Thereafter, the Federation's transportation coordinator and the management of the multi-agency transportation center will supply the staff to maintain and update these purchase of service agreements. The staff time provided by MiNi Transit will be defrayed within the purchase of service agreements while staff time of the Federation's transportation coordinator will be provided as an in-kind service by current directors of social service agencies. Incentives could be offered to social service agencies such as lower cost for services, as an additional means of stimulating participation in the administration of the program.

7. *Expansion of Elderly Mini Bus Service to the Handicapped*

Handicapped persons in the Central Naugatuck Valley Region share many of the same transportation needs as those of the elderly. However, specialized transportation programs designed for the handicapped are limited to the MiNi Transit Service in Waterbury, the Naugatuck Chapter of the American Red Cross, and school or therapy transportation as provided by Waterbury social service agencies. As a result, handicapped persons living outside of Naugatuck or Waterbury are almost entirely dependent upon friends or relatives to move about. In a few cases, transportation for the handicapped is available as with FISH of Woodbury or the Oxford Community Carpool, but these services are the exception rather than the rule. Furthermore, these two services are limited in value. FISH principally provides transportation for emergency purposes in private vehicles and is unable to accomodate non-ambulatory persons or routine transportation needs. The Oxford Community Carpool provides routine transportation; but, since private vehicles are utilized, non-ambulatory individuals are not capable of being served.

Funding restrictions established by Title III of the Older Americans Act have specified that mini buses funded by Title III monies are only to be used for transporting elderly individuals. However, after the initial three years of funding under Title III, each municipality is responsible for assuming the total cost of the service. At this point, municipal mini bus services could expand their services to the handicapped or immobile groups within the community by establishing a supplementary transportation service which utilizes the existing staff but operates with a town purchased vehicle. Currently, there are four municipal mini buses in the Region funded through the Northwest Connecticut Agency on Aging (Comprehensive Transportation System in Wolcott, Southbury MiNi Bus , Prospect MiNi Bus, and the Four Hills Mini Bus serving Thomaston, Litchfield, Harwinton and Morris) and five mini buses which are totally town funded (Cheshire Seniors MiNi Bus, Oxford Community Carpool, Woodbury Mini Bus, Naugatuck Dial-A-Ride and the Watertown Mini Bus). By October, 1978, it is expected that the towns currently receiving Title

III funds will assume all of the costs of their mini bus program.

These nine municipal buses are not equipped to transport non-ambulatory individuals since all of them are operating with standard 12 passenger vans with no ramps or wheelchair provisions on board. However, most handicapped persons are neither wheelchair bound nor non-ambulatory. Based on the WRC Housing and Accessibility Survey, the majority of the handicapped are mentally retarded. These individuals have been the most active users of public transportation and those needing the least assistance in independent travel. The 1976 Waterbury Regional Center Survey and the 1973 Division of Vocational Rehabilitation Survey of client disabilities disclosed that those with lower limb malfunctions or other orthopedic impairments accounted for 31% of the total handicapped population.* This indicates that many handicapped persons could be transported on existing mini buses without any modification of the vehicle or additional personnel on board as aides.

However purchase of wheelchair accessible vehicles should be considered a pressing need because there are many non-ambulatory or semi-ambulatory elderly who have been unable to use their town's elderly mini bus service. According to a survey of handicapped residents of New York conducted by Opinion Research Corporation the need for assistance or mechanical aids for mobility is in part a function of advancing age. Elderly residents confined to wheelchairs or using walkers have been deprived of the use of mini bus services when in fact thay are the ones in most need of independent travel.

Furthermore, expanding elderly mini bus service to the handicapped or other immobile groups was cited as an important means of improving service, according to current users of the Region's elderly mini buses. Nearly two out of every three elderly mini bus users responding to the question, "How would you improve this service?", indicated "expanding the service to serve non-elderly residents of the community."

*According to the Tri-State Regional Planning Commission, those with impairments of hips and/or legs and those with complete or partial paralysis accounted for 32% of the 273 handicapped persons surveyed in New York City. (See Transit Needs of the Elderly and Handicapped, December, 1975.)

Purpose:

- To increase the mobility of handicapped persons in the Region.
- To better utilize the services offered by municipal mini buses for the elderly.
- To improve the productivity and efficiency of municipal mini bus services.
- To offer low cost transportation for shopping, medical and recreational trips to the Region's semi-ambulatory or non-ambulatory elderly and non-elderly residents.

Implementation Procedure:

It is suggested that municipal mini bus programs previously or currently operating under Title III funds purchase replacement and/or additional vehicles adapted to serve the handicapped. These vehicles could be operated by the existing management of the elderly mini bus programs without hiring additional administrative or dispatching staff. Municipal mini bus programs that have never received Title III funding may elect to purchase replacement and/or additional vehicles designed for the needs of the handicapped.

Applications for vehicles designed for the handicapped should be made through UMTA 16 (b) 2. Applications should indicate the efforts made in (1) coordinating the transportation needs of the elderly and the handicapped and in (2) coordinating the use of the vehicle in meeting the needs of the handicapped in more than one municipality. Applications must also address areas of possible duplication of service which may arise once the two UMTA buses for the handicapped and Waterbury Yellow Cab's special taxi adapted for wheelchairs are in full service.

It is suggested that municipalities falling within the proposed service area of the UMTA pilot project should only consider additional vehicles if they are used to serve both the elderly and the handicapped. However, it is recommended that municipalities falling within the urbanized portion of the Region eventually replace their current vehicles with vehicles adapted to carry the non-ambulatory. This

strategy will increase vehicle productivity, improve the level of low cost public transportation for the handicapped and reduce the unwieldy service area proposed for the UMTA buses.

Preliminary analyses of the location of the handicapped suggests that most municipalities do not have sufficient numbers of disabled persons to warrant purchase of an additional vehicle for the exclusive use of town residents. It is suggested that applications for buses for the handicapped consider the following intermunicipal agreements in order to fully utilize these vehicles.

Intermunicipal Coordination	1970 Total Handicapped Population
Wolcott	549
Cheshire and Prospect	1,057
Naugatuck and Beacon Falls	1,603
Middlebury, Watertown and Thomaston	1,244

Source: U.S. Census of Population, 1970 Fourth Count Summary Tape.

Handicapped persons in Naugatuck* and Beacon Falls could be served by the Naugatuck Chapter of the American Red Cross and those in Waterbury by Waterbury Yellow Cab and MiNi Transit. The Wolcott mini bus has already offered a minimal level of service to the ambulatory handicapped and could provide broader service to the non-ambulatory handicapped in 1981 when it replaces its vehicle for the second time. The Cheshire Mini Bus is town funded and has shown a strong interest in serving the large handicapped population in its municipality. Prospect has also considered offering service to its non-ambulatory or semi-ambulatory residents. Since these two municipalities are neighbors it is suggested that when Cheshire purchases its second vehicle it should be adapted to serve the handicapped and be shared with Prospect. Finally, Watertown is expected to acquire a second vehicle and replace its first vehicle during fiscal year 1978. It is recommended that the Watertown Commission on Aging consider provision of service for the non-ambulatory in Watertown, Middlebury and Thomaston.

*Also, they will be served by the forthcoming UMTA mini bus to be operated by the Naugatuck Dial-a-Ride.

Trained drivers must be recruited who are capable of providing proper assistance to non-ambulatory clients using municipal mini bus services. Handicapped residents must be identified and outreach efforts must be developed to encourage full utilization of the services by all eligible persons living in extended care facilities and in the community.

Implementation Responsibility:

The directors of the municipal mini buses in conjunction with the Commission on Aging in each municipality will be responsible for deciding the extent to which current municipal mini bus services for the elderly should be expanded to serve the handicapped. It is suggested that the CNVRPA take responsibility for informing the Region's commissions on aging of the advantages of expanding service to the handicapped including non-ambulatory elderly.

Municipal mini bus services will be responsible for identifying the needs of the handicapped (including the elderly who are handicapped) and applying for replacement and/or additional wheelchair accessible vehicles.

The COG in cooperation with the CNVRPA will assist municipal mini bus services in the application process and in developing vehicle specifications.

Operation and maintenance of the service will remain in the control of the existing management of municipal mini bus services for the elderly.

Financial Responsibility:

Capital expenditures for equipment will be provided through UMTA 16 (b) 1. Operating expenditures for municipal mini bus service will be the financial responsibility of each municipality participating in the use of the vehicle(s) procured.

Five Year Program Development Cost:

	Fiscal Year 1979	1980	1981	1982
Middlebury, Watertown & Thomaston				
Annual Operating Cost*	$5,000	$5,000	$6,000	$6,000
Ridership Projections**	3,400	3,700	3,800	3,900
Cheshire & Prospect				
Annual Operating Cost*	$5,000	$5,000	$6,000	$6,000
Ridership Projections**	2,000	2,000	2,200	2,500
Wolcott				
Annual Operating Cost*	-	-	-	$10,000
Ridership Projections	-	-	-	8,000***

*Assumes that service will be offered five days a week from the commencement of the program. Operating cost estimates assume current operating costs for the Watertown Dial-A-Ride Program and Cheshire Mini Bus will be applicable and that administrative costs will be fully absorbed within the current program costs.

**Ridership projections assume that 15 passenger vans with wheelchair lifts will be operating in each of the three service areas. In addition, ridership levels include the handicapped as well as elderly residents who will be attracted to make more frequent use of their town service once two vehicles are available.

***Total ridership of Wolcott mini bus.

Annual Capital Expenditures:

	Fiscal Year 1978	1979	1980	1981	1982
Watertown, Middlebury & Thomaston		$15,000	Replacement Vehicle		
Cheshire & Prospect		$15,000	Additional Vehicle		
Wolcott					$15,000 Replacement Vehicle

Staff:

No new additional staff will be required to operate the Watertown mini bus service since its current vehicle should be replaced with a vehicle adapted to serve the handicapped. However, the vehicle expected to serve Cheshire and Prospect will require an additional driver.

8. Local Maxi Taxi

Group riding in taxi cabs is one means of maintaining low cost transportation for the elderly, the handicapped and other individuals requiring personalized door-to-door transportation. If funding for MiNi Transit should be discontinued, Waterbury Yellow Cab could take over and provide the same kinds of services. Under this strategy it is suggested that MiNi Transit be incorporated into the management of Waterbury Yellow Cab maintaining its existing staff. This would allow Waterbury Yellow Cab to supplement the services of MiNi Transit with its taxicabs during peak periods of demand and during hours when MiNi Transit is not in service. It is expected that taxi group riding will be allowed in Waterbury sometime during 1978. Group riding will reduce per passenger costs of taxi travel and will probably increase the demand for the services of the taxicab.

One advantage of merging MiNi Transit with Waterbury Yellow Cab would be to reduce the competition between these two services and offer lower costs of service to those agencies which are anticipated sources of financial support for the MiNi Transit service.

The use of taxis to provide group riding will require the development of special group riding regulations and amendments to current taxi regulations to allow the use of a larger vehicle to be operated as a taxicab. Charles Curtin anticipates purchasing a 9 passenger van to provide shared riding in Waterbury. Such a vehicle could provide the same services offered by MiNi Transit to the elderly, handicapped and low income as well as offer lower cost service to the rest of the City's population.

Detailed System Design

Purpose:

- To expand the mobility of the elderly and other transit dependents living within Waterbury who are unable to use public bus service.
- To utilize taxicabs as a supplemental service to the MiNi Transit Service.

- To develop an alternative form of personalized door-to-door transportation in case MiNi Transit should cease to exist.

Implementation Procedure:

MiNi Transit and Waterbury Yellow Cab must establish a workable management arrangement which allows MiNi Transit to operate and dispatch its services from the same offices as Waterbury Yellow Cab.

Group riding regulations must be developed to allow taxis to schedule and carry unrelated individuals. A larger vehicle or vehicles must be purchased for use as a maxi taxi. At a minimum the vehicle should have low entry ways and it preferably should be accessible to the wheelchair bound.

MiNi Transit must develop a fare system to support its service. The fare system should also include a method of supporting the costs of elderly and handicapped persons riding in the supplemental services of the Waterbury Yellow Cab Maxi Taxi.

Implementation Responsibility:

The CNVRPA and the MiNi Transit service will have principal responsibility for establishing MiNi Transit under the management of Waterbury Yellow Cab. It is expected that this strategy will require approximately 3 weeks time of a transportation planner at an estimated cost of $1,000.

Financial Responsibility:

Waterbury Yellow Cab will be responsible for operating its maxi taxi and coordinating its services with those of MiNi Transit. Additional financial support for the local maxi taxi strategy could come through the Housing and Community Development Office , through UMTA or the farebox.

Five Year Program Development Costs:

	Fiscal Year		
	1980	1981	1982
Annual Operating Costs*	$22,000	$24,000	$26,000
Capital Expenditures	20,000	(2 maxi taxis with 9 passenger seating capacity)	

*Assumes that annual operating costs will increase approximately 10% a year.

9. *Permanent Financing of the MiNi Transit Service*

The primary emphasis of this strategy is the establishment of a locally financed MiNi Transit Service. One possible source of funds could be Waterbury organizations serving the handicapped. However, in order to ensure that the MiNi Transit Service remains a permanent transportation program, Title XX of the Department of Social Services, the Housing and Community Development Act, UMTA, the City of Waterbury, shopping centers, medical associations, day-care centers and clients may be potential funding sources.

If HCDA funds are not available to maintain the service, a combination of funding from social service agencies, the City of Waterbury, shopping centers and medical associations would be the next strategy. If this should fail, the MiNi Transit Service may have to enlist the support of its clients through selling tickets (as other mini buses have begun to do) or developing a membership program with dues used to finance the operation and administration of the service. The Mayor of Waterbury has already suggested that the service begin to develop a fare or donation system to defray the costs of operation and identify federal or state sources of funding. Revenues generated through the farebox could be supplemented by operating subsidies from UMTA's Section 5 funding program if it could be demonstrated that MiNi Transit would be playing an important role in the provision of public transportation services in Waterbury.

One strategy that might be attractive would be the incorporation of the MiNi Transit service into the North East Transportation Company or Waterbury Yellow Cab. These alternative management arrangements might increase its possibility of being eligible for UMTA Section 5 funds and also facilitate the coordination of its services with those provided by public bus, livery and taxi. CE Maguire in its Transit Study for the CNVR encouraged the integration of MiNi Transit into existing public transportation. The study states:

> To better coordinate transit and para-transit in Waterbury, the MiNi Transit System, which is presently managed for the Waterbury Model

Cities Agency by CNVRPA, could be transferred either to North East, Curtin Livery or another existing service operator. If operated by North East, MiNi Transit could be designed to interface with fixed route service; that is, free transfers from MiNi Transit to local bus, etc. This could increase the service range of MiNi Transit.

If management of the service were in the hands of North East or Waterbury Yellow Cab, service would be offered to a broader clientele and would not have to be limited to the city limits. Under North East management, MiNi Transit could serve as (1) a feeder service to fixed route bus service (2) a provider of intracity jitney service or (3) maintain its current mode of operation.

Detailed System Design

Purpose:

- To maintain personalized door-to-door transportation at low cost for the elderly, youth and handicapped residents of Waterbury.
- To provide more efficient personalized transportation by consolidating the transportation programs of social service agencies into that offered by MiNi Transit.

Implementation Procedure:

Determine the sources of funding and the level of support available from local, state and federal sources.

Evaluate the advantages and disadvantages of alternative management of MiNi Transit. At a minimum this should include evaluation of transferring the management from the CNVRPA to the Connecticut Department of Transportation (once it assumes control of North East), North East, NOW, Inc., Waterbury Yellow Cab, or allowing MiNi Transit to operate independently under the supervision of the City of Waterbury Community Development Office.

Transfer of MiNi Transit to NOW, inc. must be given careful consideration due to the potential of coordinating seven different agency transportation programs under one management. Currently, NOW, Inc. operates six programs with a combined fleet of nine vehicles. These programs include Community Services, Neighborhood Youth

Corps, Headstart, RSVP, Adult Redirection and the winterization program. By incorporating MiNi Transit into the NOW, Inc. offices, MiNi Transit might be able to make use of NOW vehicles during slack periods of the day and week and also in turn provide a total transportation package for the transportation programs sponsored by NOW, Inc. This could decrease administrative costs and increase the productivity of all vehicles operated under NOW sponsorship.

The MiNi Transit service will require replacement of its entire fleet in fiscal year 1978. The eight new vehicles should include one 15 passenger vehicle adapted to serve the handicapped. The seven remaining vehicles will be standard 15 passenger vans with low entry steps to facilitate the access of the elderly.

UMTA Section 5 operating subsidies must be sought starting in July, 1978 at the termination of full community development funding of the service.

A donation and/or membership program must be developed by July, 1977 to defray operating expenses.

The Connecticut Department of Transportation, along with the CNVRPA, must establish eligibility guidelines for UMTA Section 5 operating subsidies to para-transit.

New drivers must be recruited and work schedules developed for full and part-time driving staff.

Implementation Responsibility:

Principal responsibility for financing of MiNi Transit will be with the CNVRPA and the director of the MiNi Transit Service. It is estimated that technical assistance from the CNVRPA for the development of a donation program, financing strategy and management arrangement will require 2 months of a transportation planner's time at an estimated cost of $2,000. The City of Waterbury Community Development Office will provide assistance during the process of developing alternative management arrangements and evaluation of capital expenditure requirements for new vehicles.

Financial Responsibility:

It is assumed that the City of Waterbury will continue to maintain financial responsibility for MiNi Transit up until June 30, 1978. Thereafter, financial responsibility for the service will rest either with (1) MiNi Transit which will maintain itself through donations from patrons, UMTA Section 5 operating subsidies and medical association and shopping center contributions or (2) with the Connecticut Department of Transportation. If ConnDOT takes over financial responsibility of the service, MiNi Transit's management might be absorbed into the State management arrangement for North East.

Five Year Program Development Costs:

	Fiscal Year				
	1978	1979	1980	1981	1982
Annual Estimated Costs[1]	$214,000	$143,000	$145,000	$148,000	$148,000
Annual Estimated Revenues ($.25 a ride)	16,000	17,500	19,250	21,000	21,000
Annual Estimated Subsidies	-	125,500	126,250	127,000	127,000
Ridership Projections[2]	64,000	70,000	77,000	84,000	84,000

[1]The cost of operating the service in 1978 includes the purchase of eight vehicles and hiring of additional drivers.

[2]Ridership projections assume that expansion of the fleet size will not reduce the productivity per vehicle. However, based on the 1975 MiNi Transit Survey, initiation of a $.25 fare in fiscal year 1978 is expected to reduce anticipated ridership levels 20% from 80,000 to 64,000 trips a year. Thereafter, ridership levels will increase 10% a year until 1980 when the service will reach a saturation point based on its fleet of eight vehicles.

Capital Equipment:

Number	Type	Cost/Vehicle	Total Cost
1	15 Passenger Van (with lift)	$15,000	$15,000
7	15 Passenger Van (with ramps)	8,000	56,000
			$71,000

Funding Constraints

The principal constraint to maintenance of the MiNi Transit Service is uncertain funding. None of the potential funding sources are clearly available for maintenance of the program. The City of Waterbury Community Development funds are expected to carry the program through Fiscal Year 1977 but there could be difficulties in proving its eligibility as a qualified community development service. In 1978, UMTA Section 5 subsidies may be difficult to obtain due to the fact that the State currently does not have an established policy for subsidizing para-transit. Furthermore, donations from patrons may reduce ridership levels and provide only minimal support for the service. The current State policy of providing full operating subsidies for only deficits less than 40% of expenses will have to be altered if para-transit services like MiNi Transit are to be maintained.

10. *Sharing the Meals-on-Wheels Vehicles*

The Council of Governments of the CNV operates a nutrition program for the elderly which includes a Meals-on-Wheels service to elderly residents who are homebound. The service began in October, 1976, and is providing meals to 100 elderly residents in 11 municipalities of the Region. Delivery of the meals is scheduled to occur between the hours of 9:00 a.m. and 1:00 p.m. with the afternoon hours available for providing transportation to the elderly. The director of the Meals-on-Wheels Program has offered to use the program's three vehicles to provide transportation to the elderly from the towns where the last meals are delivered into Waterbury. The director of the program has suggested that the town mini buses could drive to Waterbury once the elderly had finished shopping and pick them up for the trip home. The advantage of this arrangement would be that municipal mini buses for the elderly could be providing in-town service during the time they normally have been forced to lie idle in front of Waterbury shopping centers. Often times municipal mini buses are parked for two, three and sometimes four hours while the elderly shop in downtown Waterbury. This arrangement might be even more attractive to the municipal mini bus programs if the Meals-on-Wheels vehicles could provide transportation for the return trip. Financial support from participating municipalities or the Northwest Connecticut Agency on Aging might make this option feasible if it could be demonstrated that this coordination mechanism would increase the level of intra-town travel and increase operating efficiency.

Detailed System Design

Purpose:

- To increase the level of inter-municipal mini bus service available for the Region's elderly.
- To better utilize the vehicles operated by the Meals-on-Wheels program.
- To provide increased intra-municipal mini bus service with the town vehicles during those periods when out-of-town service is being offered by the Meals-on-Wheels vehicles.

Implementation Procedure:

Directors of municipal mini buses along with the director of the Meals-on-Wheels program must determine areas where service can be provided and the frequency of service to be offered.

There are five different possibilities for use of the Meals-on-Wheels vehicles. The vehicles could be used to provide regular transportation services in (1) those towns without a mini bus, (2) in all suburban municipalities, (3) in those municipalities which offer little or no out-of-town transportation, (4) in the municipalities contiguous to the City of Waterbury, or (5) as a supplement to the services of MiNi Transit.

It is recommended that, on a pilot project basis, the service be implemented in Beacon Falls and Middlebury during one day of each week. The other two days of service should offer transportation services to substitute for the out-of-town service currently provided by municipal mini buses in Thomaston, Woodbury and Southbury. The third day of service could be offered to supplement the services of MiNi Transit or any of the six municipalities based on demand for the service.

It is expected that financial support for the service will come from Title VII funds, or if these are not available, Title III funds and/or direct contributions from participating municipalities.

Night and weekend service should be evaluated as a possible service option to be offered to the Region's elderly.

Schedules for service and the procedure for requesting service must be developed for each municipality. Requests for service could be handled through the municipal mini bus program and relayed to the Meals-on-Wheels program or made directly through the Meals-on-Wheels office acting as a regional dispatching center for inter-town service for the elderly.

Town mini buses must coordinate their service with those of the Meals-on-Wheels vehicles so that MOW vehicles can pick up all out-of-town travelers at one central point in each town. This could be accomplished by delegating the responsibility for in-town pick-ups to the local mini bus service and out-of-town travel to the MOW vehicles. The town mini bus would collect all passengers and drop them off at the Senior Center or other central location where the MOW vehicles could then pick them up conveniently. In the towns of Middlebury, Bethlehem, Oxford and Southbury where there are no senior centers, pick-ups could be made from the town hall or from a church. This arrangement appears necessary in order to avoid spending too much time collecting riders within each town and ensure that the elderly are brought into Waterbury early enough to do their shopping or visit doctors' offices and still be able to return home before 6:00 p.m.

Sharing MOW vehicles with MiNi Transit will not create any difficulties in coordinating services because both MiNi Transit and the Meals-on-Wheels program are using the same dispatching facilities located in the CNVRPA offices.

Since the three drivers are currently working on a part-time basis (20 hr/week) the program may need to hire additional staff if the present drivers show no interest in working three-quarter or full-time jobs.

Implementation Responsibility:

The director of the Meals-on-Wheels program along with the COG will have principal responsibility for implementation and operation of the service. The CNVRPA will provide some technical assistance in the initial phase to ensure that the services of municipal mini buses are coordinated and integrated with the services to be offered by the three Meals-on-Wheels vehicles.

Financial Responsibility:

The Meals-on-Wheels program will be responsible for management and financing of the service through Title VII funds. However, additional financial support may come from Title III funds from the Northwest Connecticut Agency on Aging and/or

municipal contributions. It is expected that during the implementation phase the CNVRPA will be required to provide one week's staff time at an estimated cost of $300.

Five Year Program Development Costs

	Fiscal Year				
	1978	1979	1980	1981	1982
Annual Cost Estimate*	$9,700	$12,000	$12,800	$12,800	$14,800
Annual Revenues (Free Service)	-	-	-	-	-
Ridership*(6 passenger capacity per vehicle)	4,600	5,000	5,200	5,400	5,500

*Cost estimates and ridership projections assume that the three vehicles will offer out-of-town service three days a week during the hours of 1:00 p.m. to 6:00 p.m. The two remaining weekdays will not include an elderly transportation program due to the extended hours of service offered during the other three days of the week.

11. Municipal Funding of Transportation for the Handicapped in Naugatuck

This alternative represents an attempt to maintain an essential transportation service for the handicapped by establishing municipal responsibility for a currently operating service provided by the Naugatuck Chapter of the American Red Cross. The Red Cross is the only social service organization providing regular transportation for the handicapped outside of Waterbury. Though it serves a wide range of users its primary clients are the elderly and the handicapped needing transportation for medical or therapeutic purposes. In 1976 the service had 231 unduplicated users of which 91 were elderly clients and approximately 25 were handicapped clients. Those elderly who do use the service generally share many of the same physical problems as those faced by the handicapped. Due to the fact that the Naugatuck Dial-A-Ride will not serve the travel needs of those elderly unable to travel without assistance, handicapped elderly persons have turned to the Red Cross service to meet their needs.

Maintenance of the Red Cross service should eliminate the needs to expand to Naugatuck's Dial-A-Ride service to the handicapped. Financial support for the service could come from the Borough of Naugatuck which could make this a permanent form of transportation for handicapped residents of Naugatuck. According to the director of the American Red Cross in Naugatuck, the Borough of Naugatuck offered to assist Red Cross' transportation program when parents of children attending classes of the Waterbury Association for Retarded Citizens complained to the Mayor that service was to be discontinued due to a lack of funds. The Mayor allocated $175 to the American Red Cross to maintain the service for the duration of fiscal year 1975-1976.

Despite the support of the Borough, lack of funds has recently forced the Red Cross transportation service to curtail its service to the handicapped for trips to Waterbury. The service provided by Red Cross has been an important means of transportation for the handicapped which deserves the same level of fiscal support

as that offered to elderly residents of the Borough traveling on the senior citizen mini bus. The financial gesture of support offered to the Naugatuck Chapter of the American Red Cross may have been small but it points to a possible method of maintaining transportation for the handicapped residents of Naugatuck in the years to come.

Detailed System Design

Purpose

- To maintain an existing specialized transit service geared to meeting the needs of the elderly and the handicapped.
- To maintain the mobility of handicapped residents of Naugatuck and Beacon Falls seeking to travel to therapy, school or workshops in Waterbury.

Implementation Procedure:

The director of the Naugatuck Chapter of the American Red Cross must prepare a financial report delineating the costs incurred in providing transportation for the handicapped, the level of service needed to maintain their mobility and estimates of the financial support to be sought from the Borough of Naugatuck to maintain the service.

The CNVRPA will provide any necessary technical assistance to the Red Cross in the preparation of its financial report.

A committee of parents of handicapped children along with the director of the Red Cross could be responsible for formal supervision of the services offered under this subsidy arrangement.

Service Area:

Though the financial support sought for the American Red Cross is limited to the Borough of Naugatuck, Red Cross will continue to serve the residents of Naugatuck and Beacon Falls.

Implementation Responsibility:

The director of the Naugatuck Chapter of the American Red Cross will have principal responsibility for implementation of this strategy. The CNVRPA will only be required

to contribute a minimal level of staff time during the negotiation phase of the agreement.

The Red Cross service must be given increased publicity within Naugatuck and users must be offered better information on the transportation services it offers. The CNVRPA must include the American Red Cross service in the forthcoming update of a Consumers' Guide to Transportation in the CNVR.

Financial Responsibility:

The Borough of Naugatuck and the Red Cross will have financial responsibility for maintenance of the service. Actual management and formation of policies concerning schedules and type of service to be offered will rest with the director in consultation with the Committee and the Borough of Naugatuck.

Five Year Program Development Costs:

	Fiscal Year				
	1978	1979	1980	1981	1982
Estimated Costs	$4,200	$4,300	$4,350	$4,400	$4,450
Estimated Revenues	(Free Service)		-	-	-
Subsidies	$1,000	$1,000	$1,000	$1,000	$1,000
Ridership*	1,750	1,925	2,115	2,325	2,555

*Ridership projections assume an average annual increase of 10% based on the expanded level of service to be available and on an anticipated expansion of the programs geared to deinstitutionalizing the handicapped. These ridership projections may be low if the Naugatuck Dial-A-Ride does not expand its program to serve the handicapped and if the two UMTA buses for the handicapped are unable to provide adequate services in Naugatuck.

12. Regional Maxi Taxi

Another transit improvement suggested by those attending the public hearing was the development of a regional service to expand the level of intertown transportation available to residents of the Region. A regional maxi taxi could be managed by North East Transportation Company or Waterbury Yellow Cab with emphasis on transportation for the journey-to-work trip and special transportation for the elderly, the handicapped, the low-income and youth. Several maxi taxis could serve as a feeder service to existing bus lines in Waterbury or could provide direct transportation into the major downtown destinations in the city. This alternative could be implemented on a pilot basis between Cheshire, Naugatuck and Waterbury. CE Maguire in the CNVR Transit Study indicated that several suburban municipalities might be able to support a semifixed transportation service. It states:

> Although fixed route, fixed schedule is unsuited to the suburban portion of the Region some form of demand-actuated transit may be applicable. However, it is possible that Naugatuck with 1,400 persons per square mile might be able to justify a conventional transit route.

Currently, Connecticut Transit provides Cheshire with public bus service and the Valley Transportation Company and Arrow Line along with the Waterbury line commuter rail service provide Naugatuck with public transit service. However, due to limited publicity for their services, and their fixed routes few people are able to take advantage of these transportation options. Cheshire is also provided with taxi service by the Cheshire Taxi and Livery Company, however, Naugatuck has been without taxi service for over four years. In addition, the elderly in Naugatuck and Cheshire have little opportunity to travel to Waterbury because Naugatuck's municipal mini bus provides no out-of-town service and Cheshire's only provides service once a month.

Group riding in taxi cabs between Naugatuck and Waterbury and Cheshire and Waterbury could be one way of providing public transportation to these municipalities. The Cheshire Taxi and Livery Company could provide service as a maxi taxi between Cheshire and Waterbury and Yellow Cab Company could provide service between Naugatuck and Waterbury. Charles Curtin, owner of Waterbury Yellow Cab Company has already

shown an interest in establishing taxi service in the Borough of Naugatuck and in providing shared riding taxi service utilizing 9-passenger vans in areas of transit supporting densities.

North East could also be a possible provider of service to Naugatuck if it acquired smaller buses to accomodate the smaller demand for transportation and developed bus routes and schedules that met the transportation needs of those living in Naugatuck and Cheshire and working in Waterbury. However, the higher fixed costs associated with union bus drivers would require North East to have higher levels of patronage to operate as profitably as a similar service provided by taxi drivers working on a commission system. Even the use of smaller buses would have substantially no impact on North East's ability to provide low cost service because labor costs would remain the same regardless of the size of the vehicle operated.

Table VIII in Volume 1 indicates that in the suburban portion of the Region, Naugatuck and Cheshire have the highest transit needs and the greatest service potential of municipalities currently without regular bus service. A large number of elderly, handicapped, low income families and households without automobiles coupled with high densities of transit dependent persons per square mile suggests that a shared ride taxi service could be implemented in Naugatuck, Cheshire and Waterbury.

Detailed System Design

Purpose:

- To expand the level of public transportation available within the Region's urbanized area.
- To increase the mobility of the Region's transit dependent through provision of low cost public transportation.
- To offer public transportation for the journey-to-work trips between suburban industrial parks and the City of Waterbury and between suburban residential areas and the Central Business District of Waterbury.

- To use shared riding in taxicabs to build up a demand for transportation that could eventually be provided by regular bus service.

Nature of Service

Prearranged shared riding in taxicabs will be primarily offered for the journey-to-work trip. However the service will be made available for all trip purposes and will have the flexibility of picking up passengers along the route or in deviating from the route to pick up passengers who have requested service by prior telephone arrangement. Service will be provided from door-to-door but will pick up passengers at designated pick up points along the route.

Since shared taxi service will not be on a fixed schedule basis the vehicles will provide more service if there is a demand that warrants it. This will probably result in shorter headways between the hours of 6:00 a.m. and 9:00 a.m. and 3:00 p.m. and 6:00 p.m. during weekdays.

It is suggested that drivers rent the vehicles from Waterbury Yellow Cab and receive all of their income through the fare box. No tipping will be allowed.

Service should be limited to runs between Waterbury and Naugatuck during the first year of operation and then expanded to Cheshire in the second year. It is suggested that the experimental service to be offered by Waterbury Yellow Cab be used to demonstrate the feasibility of instituting public bus service to Cheshire and Naugatuck. Once ridership levels increase to levels which warrant the introduction of another vehicle, North East could introduce service with its buses. Charles Curtin, owner of Waterbury Yellow Cab has strongly supported this demonstration project.

Implementation Procedure:

The Waterbury Yellow Cab, Cheshire Taxi and Livery Company and North East must determine the potential market to be served in the Region. Suburban industrial firms and union representatives must be contacted to determine the level of support available for a journey-to-work trip service in Cheshire and Naugatuck.

The CNVRPA in cooperation with the Council of Governments (COG) and legislators from the Region must support proposed revisions to PUCA transportation regulations before the 1977 General Assembly.

Proposed revisions will allow for greater flexibility in the implementation of innovative technology, management or services for taxi and bus operators. Section 16-313(a) and (b) of the proposed regulation exempts taxi operators from PUCA regulatory authority for a period of up to two years if the proposed operation is to be based upon a new concept in technology, management or service to the consuming public. The intention of this revision is to encourage innovation among the private sector providers and limit excessive regulation by the PUCA. In effect, if a new concept like the jitney can prove itself to be a viable option within a 2 year period it will then be reviewed by the PUCA to determine under what terms a certificate should be issued for the service provided.

In the meantime, Waterbury Yellow Cab must petition the PUCA to create a shared riding taxi service. Subsequently, a public hearing must be held to determine the nature, cost and level of the service and the extent to which the service may adversely affect the operation of existing intercity bus routes through Cheshire and Naugatuck.

Once a potential market for service is identified suitable vehicles must be purchased. It is suggested that the vehicles to be used be no larger than 9-passenger vans since current PUCA regulations prohibit taxi operators from using vehicles designed for a larger capacity. Capital expenditures for equipment will be sought through either UMTA's Section 5 or Section 3 funds. This will require the existing public bus companies serving Cheshire and Naugatuck to give consent for the capital grant under the provisions of 13(c) of the UMTA regulations. Section 13(c) of UMTA's regulations allows employees of existing bus companies to halt UMTA awards if the new service to be established with UMTA monies will lead to a worsening of their positions with respect to employment. If the 13(c) clause halts the use of UMTA monies, Waterbury

Yellow Cab and Cheshire Taxi and Livery could purchase the vehicles with their own funds or use their existing fleet.

There should be an extensive marketing program preceding the introduction of the service in Naugatuck. The CNVRPA must contact unions and firms in Naugatuck to inform employees of the new service. In addition, news releases should be prepared for television, radio and local newspapers and billboard space could be procured along Route 8 to announce the initiation of the service.

Implementation Responsibility:

The CNVRPA, along with Waterbury Yellow Cab and Cheshire Taxi and Livery will have principal responsibility for planning and implementation of the service. The CNVRPA will be required to provide approximately one month's staff time at a cost of $1,000 during the preparation and implementation of the service. Once implemented Waterbury Yellow Cab and Cheshire Taxi and Livery will be responsible for the operation , maintenance and monitoring of the service.

Financial Responsibility:

Waterbury Yellow Cab and Cheshire Taxi and Livery will be responsible for the costs of implementing and operating the service with revenues generated through the fare box utilized to defray operating expenses.

The Connecticut Department of Transportation will be responsible for providing any necessary funding to insure operating subsidies through UMTA Section 5 and could establish a time limit for eventual transfer of the service to North East.

Five Year Program Development Costs:

	Fiscal Year				
	1978	1979	1980	1981	1982
Annual Operating Cost	-	-	-	$30,000	$34,000
Annual Capital Expenditures*	-	-	-	20,000	-
Annual Ridership Levels	-	-	-	40,000	45,000

*Assumes the purchase of two 9-passenger vans.

13. Rewarded Volunteerism

There are many gaps in the service available to elderly and handicapped residents in Waterbury and the suburbs. Lack of service on weekends and evenings, eligibility restrictions, inaccessable vehicles, high bus and taxi fares, poor bus coverage in some Waterbury neighborhoods and in the suburbs have been some of the major reasons for maintaining free services like FISH of Waterbury and Woodbury, the American Cancer Society, American Red Cross and the Oxford Community Carpool. These five services are an integral and essential component of the existing transportation available to the elderly and handicapped. The confusing overlay of transportation services, schedules, areas of coverage and eligibility restrictions has created many "cracks in the web" of specialized transportation available to the transit dependent. Those who have been unable to obtain service through the primary transportation providers have relied on FISH, American Cancer Society or the American Red Cross to meet their specific needs.

These organizations indicated that despite their small role in serving the elderly and handicapped they have been providing an increasing amount of transportation. This has caused serious difficulties for these agencies since most of them rely on volunteer staff to drive their own personal vehicles, administer the program, answer the telephone and schedule pickups. One means of maintaining sufficient personnel to support these programs would be through rewarding volunteerism. A recent report prepared by the Institute of Public Administration indicated that rewarded volunteerism could be one means of increasing the manpower available to operate these services. It suggests,

> An important transportation potential in this context is to encourage volunteers who could use their cars, and who, in turn, could be rewarded in some way for their use. In view of the fact that the cost of operating an automobile includes a large component of relatively fixed costs (insurance and depreciation alone account for almost 45% of the cost per mile), even small increments of reward represent important potentials for recovering the costs of operation. This is especially true for many who are only marginally able to own cars (this includes the young, the elderly and the poor - the same people generally at a disadvantage with respect to transportation in rural areas). This "car-sharing" can be encouraged by providing

some form of reward to volunteers. Examples of possible rewards might be: free parking space; discounts on supplies, parts and even fuel - perhaps using State fuel stations; tax relief on fuels and oils; free registration; certain free services related to normal maintenance; and other possibilities.

The development of cooperative purchase of service agreements for social service agencies could incorporate these volunteers as individuals or as members of their service organization into purchase of service agreements. Reduced costs for parking space, gasoline, maintenance and insurance would be the most logical rewards that could be offered to volunteers. However, including volunteers in purchase of service agreements developed for social service agencies would also benefit these agencies as well. With over 150 vehicles, volunteers of social service agencies could substantially increase the economies of scale in purchase of gasoline, maintenance or insurance thereby increasing the feasibility of Strategy 6 for many marginally interested social service agencies.

Detailed System Design

Purpose:

- To maintain free emergency medical transportation for the Region's transit dependent.
- To increase the reliability of the transportation services offered by organizations operating with volunteer personnel.
- To offer rewards and/or incentives for the service provided by volunteers operating specialized transportation services in the Region.
- To decrease the time and cost burdens placed on each volunteer providing transportation by attracting additional personnel through rewarded volunteerism.

Implementation Procedure:

- Mailing lists of drivers working for volunteer operated organizations must be obtained.
- Volunteer transportation services must be included in the Waterbury Transit Federation.

- Volunteer drivers must be canvassed to determine their level of interest in cooperative purchase of services.
- Once incentives are developed for volunteers, outreach efforts must be implemented to publicize the advantages of volunteerism.

Implementation Responsibility:

The directors of the Region's volunteer transportation services will have principal responsibility for implementation of rewarded volunteerism. Once implemented, the Waterbury Transit Federation will be responsible for managing purchase of service agreements and negotiating all contracts.

Financial Responsibility:

Each volunteer will be directly responsible for payment of services rendered by the central maintenance garage and/or the central outlet for supplies.

Five Year Program Development Costs:

	Fiscal Year				
	1978	1979	1980	1981	1982
Annual Management Cost:	$500	$100	$100	$100	$100

Staff:

Management of this strategy will be the responsibility of the Federation's transportation coordinator.

14. UMTA Buses for the Handicapped

In the fall of 1974 the Connecticut Department of Transportation and CNVRPA agreed to undertake a pilot project to provide specialized transportation geared to the needs of the handicapped. The project is being funded by UMTA and the Connecticut Department of Transportation and is expected to be in operation sometime during fiscal year 1978. At the time the grant application was being prepared, there were no organizations identified as having vehicles adapted to serve the handicapped. However since April 1975, when the public hearing on the pilot project was held, several organizations have initiated efforts to purchase and operate vehicles adapted to the needs of the wheel chair bound. Waterbury Yellow Cab, MiNi Transit and United Cerebral Palsy have indicated plans to purchase wheelchair lifts or ramps during fiscal year 1977. Since these new vehicles will probably be in place at the initiation of the UMTA pilot project, it is suggested that efforts be made to coordinate these services to the maximum extent possible. Though the UMTA buses will be operated on a pilot project basis, the project may have to emphasize the potential for coordination more than the experimental nature of the new service in light of the new services for the handicapped.

The grant application includes purchase of two transit buses, one with a seating capacity of 16 to 20 passengers and the other with a seating capacity of 6 to 10 passengers. Both will be built with special equipment to serve the wheel chair bound and mobility impaired persons.

The vehicles will be operated with two-way radio equipment and are expected to serve the Waterbury urbanized area. This includes the municipalities of Waterbury, Watertown, Naugatuck, Middlebury, Wolcott, Beacon Falls and Prospect. However, the service area of the buses could be modified if:

1. It is determined that there is demand for service outside of the urbanized area or...

2. If the initiation of the competing services provided by Waterbury Yellow Cab, MiNi Transit and UCP limits the need of the UMTA buses for the handicapped in certain areas of the Region.

The underlying emphasis of the pilot project is to provide low cost transportation for the wheelchair or semi-ambulatory persons since, with the exception of B&C Medical Services, the existing modes of transportation are not suited to meet their needs. Before this project is initiated the CNVRPA and Connecticut Department of Transportation will have to determine the eligibility requirements for use of the service.

Detailed System Design

Purpose:

- To provide low cost public transportation for handicapped persons in the Region.
- To offer the handicapped transportation for work, medical, recreational and shopping trip purposes.
- To provide transportation services which will equalize the employment opportunities of the non-ambulatory and semi-ambulatory residents of the Region.

Implementation Procedure:

It is expected that two UMTA buses for the handicapped will be operated by an existing para-transit operator with a proven record of service and the required skills to administer and operate the service.

The CNVRPA and ConnDOT will have principal responsibility for developing a bidding procedure for para-transit operators wishing to operate the two vehicles.

The bidding procedures should stipulate the frequency, cost and area of service.

A review team should be formed composed of the Connecticut Department of Transportation, the CNVRPA, social service organizations serving the handicapped and at least two consumers (preferably with a physical disability). The review team will be responsible for evaluating the bids made by local para-transit operators and in selecting the final vendor.

It is suggested that the review team be maintained as the nucleus of an advisory board. The advisory board could be responsible for setting policies and in periodically evaluating the services provided by the chosen vendor.

Outreach efforts will be required prior to the initiation of the project to make all handicapped persons aware of the new transportation service.

A comprehensive list must be developed of handicapped persons who are not clients of social service agencies. This will require the use of self identification techniques for handicapped persons using newspaper surveys, surveys of customers of Southern New England Telephone Company (to be included in the monthly bill) and/or surveys of hospital patients. Furthermore, recent methodologies developed by UMTA, for estimating the transportation handicapped, must be applied to the CNVR prior to the commencement of service with the two UMTA buses.

The cost of operating the services will be defrayed by fares and by UMTA Section 5 operating subsidies. Fares should be set at 50 cents a ride to equalize the transportation opportunities of the non-ambulatory and semi-ambulatory with those capable of using public bus service.

Special payment procedures will be developed to insure that handicapped persons physically incapable of using a fare box can ride as well. The use of special passes valid for a period of a month or more should eliminate the awkwardness of paying fares through a farebox for persons with manual disabilities.

The service area of the pilot project should be limited to the municipalities of Thomaston, Waterbury, Watertown, Naugatuck Middlebury, Cheshire, Wolcott, Prospect and Beacon Falls.*

*Cheshire and Thomaston are not in the urbanized area but are included because of their large handicapped population.

It is recommended that service be provided 5-1/2 days a week from 7:00 a.m. to 7:00 p.m. Monday through Friday and from 8:00 a.m. to 1:00 p.m. on Saturdays. Additional service beyond 5-1/2 days a week will be considered based upon demand and special transportation needs which may arise.

Eligibility for use of the service will be based upon the approval of a doctor working for a Waterbury social service agency or through a private physician. In order to ensure that low income handicapped persons are not excluded from the use of the vehicle, because of the cost of a physical examination, it is recommended that the Visiting Nurse Association also be authorized to approve persons desiring to use the service. Actual eligibility standards must be sufficiently broad to include not only the physically handicapped but those suffering from developmental disabilities as well. A recent letter from four Waterbury social service agencies underscores the importance of broadening eligibility guidelines beyond semi-ambulatory and non-ambulatory persons. It states

> A narrow interpretation of the UMTA regulations would preclude the use of the proposed specially equipped vehicles by many of Waterbury's handicapped individuals who experience the same degree of difficulty as the semi-ambulatory and non-ambulatory in using public bus or taxi services. Since these semi and non-ambulatory individuals only represent 1/10 of 1% of the general population, we feel that you may be unnecessarily prohibiting another 3% of Waterbury's population, who are handicapped and dependent upon more personalized door-to-door services, such as the Epileptic, the Autistic, and the Mentally Retarded, who also have difficulties in ambulation. We realize that your intentions are to provide handicapped citizens, who are greatly in need, with specialized transit service. However, since most handicapped individuals we serve are prohibited from using conventional public transportation due to minimal income and mental as well as physical handicaps, they too are dependent on specialized transit services in order to attend education and vocational training programs, medical appointments and leisure time activities.

It is recommended that those handicapped persons unable to pay for a monthly pass to use the two UMTA buses should be subsidized by Waterbury social service agencies or the Housing and Community Development Office of the City of Waterbury. If this should prove unsuccessful then efforts should be made to institute a sliding scale for the cost of monthly passes based on income guidelines.

Implementation Responsibility:

The CNVRPA will have principal responsibility for the initiation of the bid process, choosing the review team and selecting the final vendor. Thereafter, the chosen vendor will be required to operate the service under the direct supervision of the Advisory Council.

Financial Responsibility:

Capital expenditures for equipment will be provided through UMTA Section 3 funds. Operating expenditures will be defrayed through the farebox and by UMTA Section 5 operating subsidies.

Five Year Program Development Costs:

	Fiscal Year				
	1978	1979	1980	1981	1982
Annual Operating Costs	$57,000	$60,000	$65,000	$87,000	$68,000
Revenues (50 cents/trip)	8,000	10,000	12,500	15,000	16,000
Ridership Projections*	16,000	20,000	25,000	30,000	32,000
Capital Expenditures	81,000	-	-	-	-

*Assumes services will be provided five days a week between the hours of 7:00 a.m. and 7:00 p.m. It is assumed that ridership levels will increase 20% annually up until 1981.

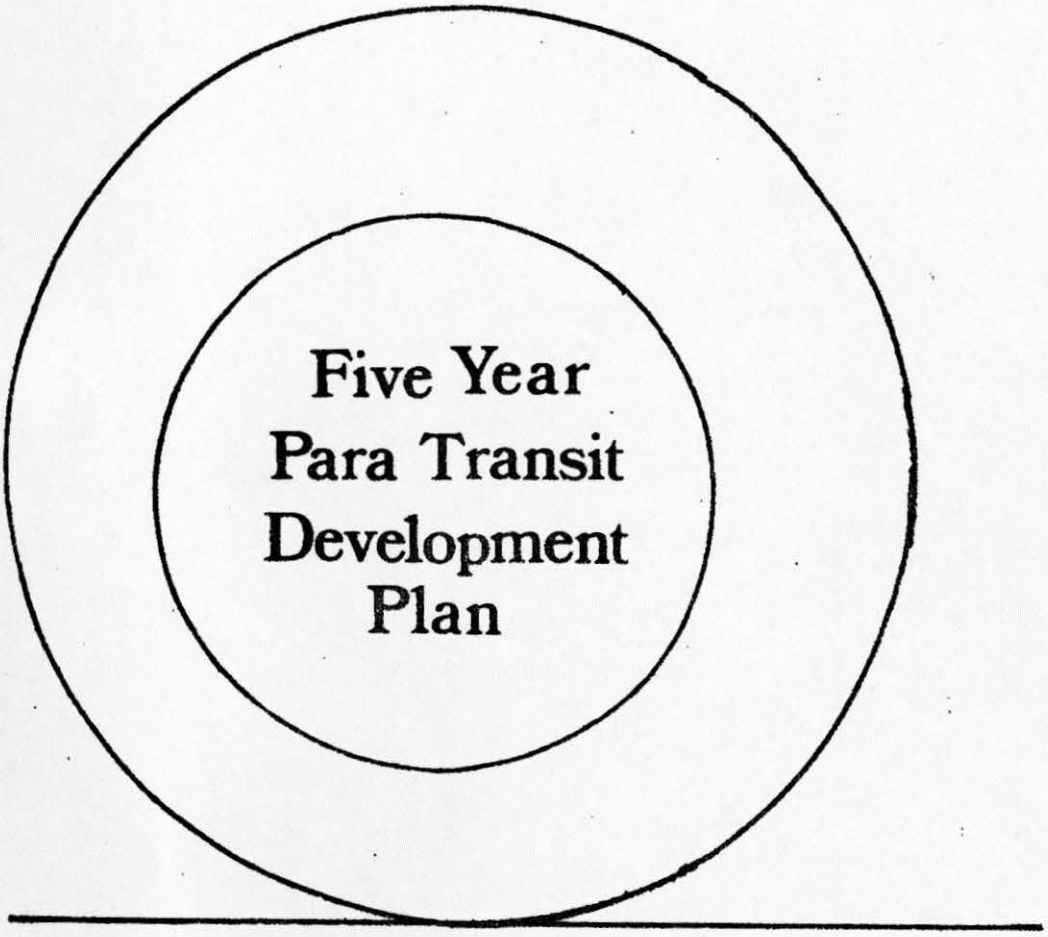
Staff:

The services will initially require at least two drivers plus the existing administrative staff of the para transit operator including one dispatcher, one director and one bookkeeper. However, if service is expanded to 7 days a week and evenings, the pilot project will require additional part-time drivers.

TABLE XXIII

Agencies Indicating an Interest in a Central Garage in Downtown Waterbury

Agency	Vehicle #	Vehicle Type	Specific Agency Needs	Location of Current Parking Facilities	Level of Interest
Community Services	3	Vans	24 hour accessibility	Outdoors - North Main St. (Usually Haydon Bldg.)	Strong
Easter Seal Rehab.	2	1 Station Wagon	Improved maintenance	Own Garage	uncertain
	1	Van		Oakville	
Elderly Health Screening	1	van	Improved maintenance and more convenient garage	Private garage on Holmes Ave.	strong
Meals-on-Wheels	3	Vans	Lower parking costs	Pearl Street Garage	strong
Headstart	2	1 20 passenger bus		Outdoors at Orange and High	
		1 Van	Nearby location	St. and Fairmount	uncertain
MiNi Transit	5	3 Vans	Lower parking costs	Pearl Street Garage	strong
		2 Station Wagons			
Morris Foundation	3	2 Station Wagons	Wintertime protection and	Outdoors: N. Elm St. Parking	uncertain
		1 Micro bus	24 hour accessibility	lot	
Pearl Street Neighborhood Hse.	3	1 Van	If it is not too expensive	Outdoors at the Pearl St.	uncertain
		1 36 passenger bus		Neighborhood House	
		1 60 passenger bus			
Puerto Rican Youth Organization	1	Van	If it is not too expensive and easily accessible	Outdoors:private driveway at Director's house	little
RSVP	1	Van	None indicated	Outdoors:parked at driver's home (usually Haydon Bldg.)	strong
United Cerebral Palsy	2	Station Wagons	Lower parking costs	One parked outdoors at Bidwell St. the other garaged	strong
YMCA	1	Van	24 hour accessibility in nearby location	Outdoors: parking lot behind the YMCA	uncertain
TOTAL	27	17 vans - 1 60 passenger bus - 1 36 passenger bus 7 Station Wagons - 1 20 passenger bus		12 garaged 15 parked outdoors 27	


Five Year
Para Transit
Development
Plan

Overview of the Five-Year Development Plan

The concluding part of this study prioritizes the fourteen strategies into a series of service options for improving specialized transportation services over the period FY 77-78 to FY 81-82. The underlying purpose of the three proposed service options is to phase the implementation of the recommended strategies and offer a range of service improvements to the para-transit system. Each service option includes a detailed financial analysis of the total operating and capital expenditures necessary to implement and maintain each strategy as well as proposed sources of funding over the five-year period.

The expected implementation schedule for the proposed service options is presented along with a plan for designating responsibility for maintaining and monitoring the recommended strategies.

In addition, the five-year development program identifies improvements that should be made in the management and operations of the para-transit system to increase its efficiency and productivity. Specific improvements are proposed which will facilitate future coordination efforts at all levels within the hierarchy of the Region's transit system.

Finally, potential funding and regulatory constraints that might impede the implementation of the proposed strategies are reviewed and possible solutions offered.

Service Options for the Para-Transit System

The fourteen alternative strategies that have been suggested provide a broad range of improvements to the services offered by para-transit systems operating in the CNVR. We recommend that the five-year para-transit development program implement all fourteen strategies prior to 1982. However, not all of the coordination strategies can be implemented simultaneously since there may be some level of duplication between several of the proposed strategies. As can be seen in Table XXIV, there are four

TABLE XXIV

Impact of Strategy Duplication on the Feasibility of Strategy Implementation

Strategy	Possible Duplication of Services with Other Strategies	Potential Areas of Duplicated Services: Jurisdiction	Potential Areas of Duplicated Services: Clients	Level of Duplication	Impact of Duplication on Feasibility of Strategy
Regional Maxi Taxi	1. Red Cross Service	Naugatuck	Handicapped	Minimal	None
	2. Meals-on-Wheels Service	Cheshire & Naugatuck	Elderly	Minimal	Minimal
	3. Municipal Mini Bus Service for Handicapped	Cheshire & Naugatuck	Handicapped	Minimal	None
Red Cross Service	1. Municipal Mini Bus Service for Handicapped	Beacon Falls & Naugatuck	Handicapped	Significant	Significant
MiNi Transit	1. Multi-agency Transportation Service	Waterbury	Handicapped	Significant	Moderate
	2. Local Jitney Service	Waterbury	Elderly & Low Income	Moderate	Minimal
Subsidized Taxi Service	1. Meals-on-Wheels Service	Waterbury & Prospect	Elderly	Moderate	Moderate
Cooperative Purchase of Vehicles	1. Central Leasing Organization	Region	Social Service Agencies Municipal Mini Buses	Significant	Significant
UMTA Buses for Hamdicapped	1. Regional Maxi Taxi	Cheshire - Naugatuck	Handicapped	Minimal	None
	2. Local Maxi Taxi	Waterbury	Handicapped	Minimal	None
	3. MiNi Transit	Waterbury	Handicapped	Moderate	Moderate
	4. Multi-agency Transportation Service	Greater Waterbury	Handicapped	Significant	Significant
	5. Municipal Mini Bus Service for Handicapped	Region	Handicapped	Significant	Significant

Impact of Duplication

None - both strategies can be implemented.

Minimal - modification will be required if both strategies are implemented.

Moderate - both strategies may not be feasible if implemented without modification.

Significant - only one strategy should be implemented.

Source: CNVRPA Staff Work December, 1976

areas where duplication occurs between proposed strategies. Duplication of effort occurs with (1) strategies aimed at serving the handicapped and (2) with the strategies attempting to provide more effective provision of transportation services for social service agencies. Rather than eliminating the overlap we recommend that the strategies be phased over the five-year development period since areas of duplication will offer increased levels of service later on which is expected to be needed based on increases in the demand for transportation by the handicapped. These four strategies along with the ten other strategies have been prioritized into three service options based on (1) their ease of implementation, (2) the availability of financial support, (3) their impact on services for the handicapped, non-ambulatory or semi-ambulatory, (4) their cost effectiveness, (5) their impact on system productivity and (6) their ease of long-term maintenance.

The three service options range from minor improvements in para-transit based on cooperation to major improvements based on coordination and consolidation of services in order to eliminate duplicative or inefficient transportation programs. The three service options, in essence, assume that (1) cooperative efforts will be the easiest to initiate and the least costly to maintain, (2) coordinated efforts will require a greater degree of effort to implement and (3) consolidation of services will require the greatest effort to implement, the greatest financial commitment, but will offer the greatest economies of scale and the greatest opportunities for system productivity and efficiency.

We recommend that the three service options be implemented as part of a phased development program with cooperative efforts preceding coordination and coordinative efforts preceding consolidation.

Option 1: Cooperation

This first service option assumes that the existing level of para-transit services should be maintained with expansion of municipal mini bus services to all the Region's elderly and a basic level of service provided to the handicapped. Specifically this

option emphasizes the need to maintain MiNi Transit and the Naugatuck Red Cross service and the need to offer a basic level of mini bus service to all the Region's elderly through first-time intermunicipal coordination agreements between Naugatuck and Beacon Falls and Watertown, Middlebury and Bethlehem. These two strategies will ensure the maintenance of personalized door-to-door transportation for the elderly and handicapped in the Region's urbanized areas. The services offered by MiNi Transit in Waterbury and the Naugatuck Chapter of the American Red Cross are vital for the mobility of low income transit dependent persons. Under this service option the Meals-on-Wheels vehicles would be utilized to augment the limited services offered by Naugatuck's Dial-a-Ride and Watertown's Mini-bus. In addition, maintenance of the current level of para-transit services will require replacement of many of the existing vehicles operated by social service agencies and municipal mini buses during fiscal years 1978 and 1979. Cooperative purchase of vehicles and supplies will offer sizeable cost savings to individual agencies without altering their established method of providing service. A transportation information clearinghouse will facilitate the exchange of ideas and information on the para-transit services available in the Region and allow for more substantial improvements and/or the development of more effective coordination mechanisms in the future. Finally, this option includes the provision of a basic level of service to the handicapped living in the urbanized portion of the Region through the two UMTA buses for the handicapped to be operated on a pilot project basis by an existing para-transit or transit operator.

It is suggested that during fiscal year 1978 an ongoing system of communication should be established among social service agencies, municipal mini bus programs, and public para-transit operations. The improved interagency communication under the sponsorship of the Waterbury Transit Federation will provide directors of para-transit systems with a basic understanding of the issues thereby allowing them to more clearly evaluate the advantages of the strategies falling under the second and third service options. It is expected that without the cooperation of transpor-

tation providers during the initial phase of the implementation process, later strategies aimed at coordination and consolidation will not be successful. All of the strategies falling under the first service option will be initiated during fy 1978. Table XXVI identifies the agencies expected to be involved with each coordination strategy.

Financial

The cost of providing the service improvements falling under option one are presented in Tables XXV-A, B and C. Total capital and operating costs are projected to be $1,192,125 during fiscal year 1978 and $5,687,745 over the five-year development period. Table XXV-A compares the total capital and operating costs for the three service options to the status quo. The status quo option assumes that operating expenditures will increase at an average annual rate of 10%, that capital expenditures for new vehicles will be made without the advantages of a cooperative purchase of vehicles agreement and that MiNi Transit will not increase its fleet size or driving staff.

The following strategies will be implemented under this option:

Cooperation Service Option

1. Sharing Meals-on-Wheels' vehicles
2. Funding Red Cross service
3. Intermunicipal coordination
4. Financing MiNi Transit
5. Cooperative purchase of vehicles
6. Cooperative purchase of supplies
7. Transportation Information Clearinghouse
8. UMTA buses for the handicapped

Option 2: Coordination

The second option will require a greater level of interagency cooperation and coordination. Social service agencies will make formal commitments to participate in cooperative purchase of maintenance and parking space agreements and volunteers

Table XXVI

Proposed Major Coordination Strategies and Service Improvements for Social Service Agencies in the CNVR

	Cooperative Purchase of Vehicles	Cooperative Purchase of Gasoline and Maintenance	Cooperative Purchase of Parking Space	Multi-Agency Transportation Service	Central Leasing Organization	Wtby. Transit Federation	Develop Fleet Replacement Schedule	Red Cross and Dispatching Training Program
American Cancer Society		●				●		
American Association of Retired Persons								
American Red Cross		●			●	●		●
Bethlehem Lions Club								●
Carlton Towers & Westview Apartments				●	●			
Dept. of Social Services				●		●		
Div. of Vocational Rehabilitation				●		●		
Easter Seal Rehabilitation	●	●		●		●		●
Elderly Health Screening	●	●	●		●		●	
Heritage Village	●				●		●	
Headstart	●	●		●		●	●	●
MiNi Transit	●	●	●	●	●	●		●
League of Women Voters		●						
Morris Foundation	●	●		●		●	●	●
Jr. League		●						
Peurto Rican Youth Organization	●	●		●		●	●	●
Pearl St. Neighborhood House	●	●		●		●	●	●
Retired Senior Volunteer Program	●	●	●	●		●	●	●
Waterbury Regional Center					●	●		
Waterbury Association for Retarded Citizens				●		●		
Waterbury CETA	●				●			
The YMCA	●	●		●		●	●	●
United Cerebral Palsy	●	●	●	●		●	●	●
Western Conn. Jewish Community Center	●	●			●	●	●	●
Waterbury FISH		●				●		
Woodbury FISH		●						
Meals-on-Wheels	●	●	●		●	●	●	●
NOW, Inc. (Community Services & NYS	●	●	●	●		●	●	●

working for free transportation programs will be incorporated into social service agency purchase of service agreements. Under this service option the elderly will be offered a greater level of service on weekends and during the evenings through Waterbury Yellow Cab and the Meals-on-Wheels' vehicles. The handicapped will also be provided with a greater level of service by municipal mini bus programs which commit their vehicles to serve non-elderly members of their community. Expansion of municipal mini bus service to the handicapped will provide them with a basic level of service in most of the suburban municipalities and more frequent service in the urbanized portion of the Region.

This service option will also offer more comprehensive cost savings to social service agencies through cooperative purchase of maintenance and parking. These agreements will take more time to implement and maintain than the strategy for cooperative purchase of supplies of vehicles developed under option 1. It is expected that the experience gained by the Federation in its first year of cooperative purchase of vehicles and supplies will provide Federation members with the expertise to handle subsequent maintenance and parking garage agreements. The first year of experience operating the two UMTA buses for the handicapped and the Red Cross service for the handicapped should allow the Federation and municipal mini bus operations to determine whether additional vehicles for the handicapped should be introduced in each municipality. Additional vehicles or replacement vehicles adapted to serve the handicapped are expected to duplicate the services of the UMTA buses within the urbanized portion of the Region. However, some level of duplication may be a positive advantage to the handicapped desiring expanded public transportation.

Financial

Since option 2 builds upon the service improvements developed under option 1, costs are somewhat higher. Nonetheless, the establishment of cooperative purchase of parking space and maintenance agreements is expected to create some costs savings that were not possible under the status quo or option 1. Total capital and operating costs for option 2 are projected to be $1,205,625 during fiscal year 1978 and

$5,823,885 over the five year development period. Tables XXV-B and XXV-C indicate the proposed source of total funds for capital as well as operating expenditures over the five-year development period.

The following strategies will be implemented under this service option:

Coordination Service Option

1. Cooperative purchase of maintenance
2. Cooperative purchase of parking
3. Rewarded volunteerism
4. Subsidized taxi service
5. Expansion of elderly mini bus service

Option 3: Consolidation

The third service option offers a greater level of para-transit service for the elderly and handicapped with the utilization of maxi-taxis to provide public transportation to Naugatuck and Cheshire. Under this option, MiNi Transit's service would be expanded through the use of van type taxis owned and operated by Waterbury Yellow Cab. Incorporating MiNi Transit's service with that of Waterbury Yellow Cab will ensure long-term maintenance of low-cost, personalized transportation for Waterbury residents. This service option also encourages a greater level of coordination of transportation services with an emphasis on consolidating inefficient social service transportation programs by contracting for services from one transportation provider. Organizations serving the handicapped would contract out all of their transportation services to one transportation operator thereby eliminating their direct agency involvement in transportation. Finally, organizations which still require an agency operated vehicle would be encouraged to lease vehicles from a central leasing organization. The leasing organization could offer social service agencies lower cost for maintenance, insurance, and supplies and increase the reliability of their transportation services. Rather than owning their own vehicles and paying their own maintenance and insurance bills, agencies would simply lease a vehicle from the leasing organization whenever it is needed. This would offer

agencies lower transportation costs than direct purchase of services and eliminate their financial involvement in the capital purchase of equipment. Administrative involvement will also be minimized since the leasing organization will be responsible for maintenance and insuring the vehicles. It is expected that the management of the consolidated social service agency transportation program could be combined with that of the central leasing organization. This would give social service agencies the option of purchasing all of their transportation through the multi-agency transportation center or of merely contracting with the transportation center for lease of a vehicle that could be operated by agency staff. Implementation of the strategies proposed under this service option will depend upon the successful implementation of the strategies falling under the cooperation and coordination service options. Consequently, the strategies connected with the consolidation service option are expected to be implemented toward the end of the five-year program development period.

Financial

The savings expected from a consolidation of social service agency transportation programs and the establishment of a central leasing organization will result in an overall reduction in the cost of operating the Region's para-transit system compared to options one or two. These savings will largely be attributable to dramatic reductions in agency administrative costs, lower costs per passenger trip and the elimination of future capital expenditures for vehicles by those social service agencies contracting for transportation. Table XXV-A indicates that implementation of option 3, which also includes all of the service improvements falling under options one and two, will cost an estimated $1,212,625 during fiscal year 1978 and $5,808,385 over the five-year development period.

The following strategies will be implemented under this service option:

Consolidation Service Option

1. Local maxi taxi
2. Regional maxi taxi

Table XXV-A

Five-Year Para-Transit Development Costs, Operating and Capital Expenditures for Proposed Para-Transit Strategies

Status Quo	Fiscal Year 1978	1979	1980	1981	1982	Total
MiNi Transit	$116,000	$ 77,000	$ 84,000	$ 92,000	$100,000	$469,000
Suburban Mini Buses	176,000	180,000	175,000	192,000	220,000	943,000
Social Service Agencies	615,000	585,000	641,000	712,000	759,000	3,312,000
TOTAL	907,000	842,000	900,000	996,000	1,079,000	4,724,000
Option 1						
MiNi Transit[1]	210,000	143,000	145,000	148,000	148,000	794,000
Suburban Mini Buses[1]	174,000	178,500	174,500	191,500	219,000	937,500
a. Intermunicipal Coordination	48,000	30,800	33,800	37,100	39,500	189,200
b. Sharing Meals-on-Wheels Vehicles	9,700	12,000	12,800	12,800	14,800	62,100
Social Service Agencies[1]	605,425	579,600	632,730	704,760	762,230	3,284,745
Additional Funding for Red Cross Service	1,000	1,000	1,000	1,000	1,000	5,000
Staffing for Cooperative Purchasing of Vehicles	1,000	1,000	1,000	1,000	1,000	5,000
Staffing for Cooperative Purchasing of Supplies	1,000	500	500	500	500	3,000
Information Clearinghouse	3,000	800	800	800	800	6,200
Staffing for Monitoring Program	1,000	500	500	500	500	3,000
UMTA Buses for Handicapped	138,000	60,000	65,000	67,000	68,000	398,000
TOTAL	$1,192,125	$1,007,700	$1,067,630	$1,164,960	$1,255,330	$5,687,745

Table XXV-A

Five-Year Para-Transit Development Costs, Operating and Capital Expenditures for Proposed Para-Transit Strategies

	Fiscal Year					
	1978	1979	1980	1981	1982	Total
Option 2						
MiNi Transit	$210,000	$143,000	$145,000	$148,000	$148,000	$794,000
1. Subsidized Taxi Service	10,000	18,000	18,000	18,000	18,000	82,000
Suburban Mini Buses	174,000	178,500	174,500	191,500	219,000	937,500
1. Intermunicipal Coordination	48,000	30,800	33,800	37,100	39,500	189,200
2. Sharing Meals-on-Wheels Vehicles	9,700	12,000	12,800	12,800	14,800	62,100
3. Expansion of Elderly Mini Buses Service to Handicapped	-	20,000	10,000	12,000	27,000	69,000
Social Service Agencies[2]	605,425	575,160	630,290	700,320	747,790	3,258,985
1. Additional Funding for Red Cross Service	1,000	1,000	1,000	1,000	1,000	5,000
2. Staffing for Cooperative Purchase of Vehicles	1,000	1,000	1,000	1,000	1,000	5,000
3. Staffing for Cooperative Purchase of Supplies	1,000	500	500	500	500	3,000
4. Staffing for Transportation Information Clearinghouse	3,000	800	800	800	800	6,200
5. Staffing for Monitoring Program	1,000	500	500	500	500	3,000
6. Staffing for Cooperative Purchase of Maintenance	2,500	1,000	1,000	1,000	1,000	6,500
7. Staffing for Cooperative Purchase of Parking	1,500	500	500	500	500	3,500

Table XXV-A

Five-Year Para-Transit Development Costs, Operating and Capital Expenditures for Proposed Para-Transit Strategies

Status Quo	Fiscal Year 1978	1979	1980	1981	1982	Total
Option 2 (Continued)						
8. Staffing for Implementing Rewarded Volunteerism	$ 500	$ 100	$ 100	$ 100	$ 100	$ 900
UMTA Buses for Handicapped	138,000	60,000	65,000	67,000	68,000	398,000
TOTAL	1,205,625	1,042,860	1,094,790	1,192,120	1,287,490	5,823,885
Option 3						
MiNi Transit	210,000	143,000	145,000	148,000	148,000	794,000
1. Subsidized Taxi Service	10,000	18,000	18,000	18,000	18,000	82,000
2. Local Maxi Taxi	-	-	42,000	24,000	26,000	92,000
Suburban Mini Buses	174,000	178,500	174,500	191,500	219,000	937,500
1. Intermunicipal Coordination	48,000	30,800	33,800	37,100	39,500	189,200
2. Sharing Meals-on-Wheels Vehicles	9,700	12,000	12,800	12,800	14,800	62,100
3. Expansion of Elderly Mini Bus Service to Handicapped	-	20,000	10,000	12,000	27,000	69,000
Social Service Agencies[3]	605,425	528,660	565,790	654,320	684,790	3,038,985
1. Additional Funding for Red Cross Service	1,000	1,000	1,000	1,000	1,000	5,000
2. Staffing for Cooperative Purchase of Vehicles	1,000	1,000	1,000	1,000	1,000	5,000
3. Staffing for Cooperative Purchase of Supplies	1,000	500	500	500	500	3,000

Table XXV-A

Five-Year Para-Transit Development Costs, Operating and Capital Expenditures for Proposed Para-Transit Strategies

	Fiscal Year					
	1978	1979	1980	1981	1982	Total
Option 3 (Continued)						
4. Staffing for Transportation Information Clearinghouse	$ 3,000	$ 800	$ 800	$ 800	$ 800	$ 6,200
5. Staffing for Monitoring Program	1,000	500	500	500	500	3,000
6. Staffing for Cooperative Purchase of Maintenance	2,500	1,000	1,000	1,000	1,000	6,500
7. Staffing for Cooperative Purchase of Parking	1,500	500	500	500	500	3,500
8. Staffing for Implementing Rewarded Volunteerism	500	100	100	100	100	900
9. Staffing for Multi Agency Transportation Service	4,000	2,000	2,000	2,000	2,000	12,000
10. Creation of a Central Leasing Organization	2,000	1,500	11,000	1,000	1,000	16,500
UMTA Buses for Handicapped	138,000	60,000	65,000	67,000	68,000	398,000
Regional Maxi Taxi	-	-	-	50,000	34,000	84,000
TOTAL	$1,212,625	$999,860	$1,085,290	$1,223,120	$1,287,490	$5,808,385

Footnotes

[1]The vehicle cost savings for MiNi Transit, Suburban Mini Buses and Social Service Agencies expected under Option One are based on 1974 vehicle cost savings experienced by police departments participating in the CNV-COG Cooperative Purchase of Vehicles agreement. In addition, anticipated gasoline savings are based upon the total miles traveled by Waterbury social service agencies during fiscal year 1976. It was assumed that 13 cents could be saved per gallon through bulk purchase of gasoline. Table XXVI identifies each social service agency that is expected to be involved in cooperative purchase of vehicles, maintenance and supplies agreements.

[2]Cost savings under the second service option are based upon agencies indicating an interest in cooperative purchase of parking space and maintenance. Anticipated cooperative purchase of maintenance agreements have been projected to offer cost savings of 10% over the current cost of maintaining vehicles. (See Table XXVI)

[3]Cost savings expected under the third option are based on cost estimates prepared for those agencies which indicated an interest in contracting out their transportation program. It was assumed that as many as nine vehicles currently operated by social service agencies would no longer be needed once the multi-agency transportation service commences operation. It is important to remember that these cost savings may be conservative since increased agency interest in a multi-agency transportation service or a central leasing organization may occur if the initial strategies are successful. (See Table XXVI)

Table XXV-B

Five Year Para-Transit Development Costs
Expenditures for Proposed Para Transit Strategies

Status Quo	Capital 1978	1979	FISCAL YEAR 1980	1981	1982	Total	Proposed Source of Total Funds Federal	State	Local	Other
MiNi Transit	$ 46,000	-	-	-	-	$ 46,000	HCDA			
Suburban Mini Buses	$ 40,000	$ 30,000	$ 10,000	$10,000	$ 20,000	$110,000	UMTA 16(b)1	or	Municipalities	
Social Service Agencies	$111,000	$ 31,000	$ 31,000	$41,000	$ 21,000	$235,000	UMTA 16(b)2	or	varied funding sources	
Total	$197,000	$ 61,000	$ 41,000	$51,000	$ 41,000	$391,000				
Option 1										
MiNi Transit	$ 67,000	-	-	-	-	$ 67,000	HCDA or UMTA 16(b)1			
Suburban Mini Buses	$ 38,000	$ 28,500	$ 9,500	$ 9,500	$ 19,000	$104,500	UMTA 16 (b) 1		Municipalities	
Intermunicipal Coord.	$ 20,000	-	-	-	-	$ 20,000	UMTA 16(b) 2			
Sharing Meals-on-Wheels	-	-	-	-	-	-				
Social Service Agencies	$105,000	$ 29,500	$ 27,500	$39,000	$ 30,000	$223,000	UMTA 16(b) 2	and/or	varied funding sources	
Add'l funding for Red Cross Service	-	-	-	-	-	-				
Staffing for Cooperative Purchase of Vehicles	-	-	-	-	-	-				
Staffing for Cooperative Purchase of Supplies	-	-	-	-	-	-				
Staffing for Transportation Information Clearinghouse	-	-	-	-	-	-				
Staffing for Monitoring Program	-	-	-	-	-	-				
UMTA buses for handicapped	$ 81,000	-	-	-	-	$ 81,000	UMTA Sec. 5			
Total	$311,000	$ 58,000	$39,000	$48,500	$ 39,000	$495,500				
Option 2										
MiNi Transit	$ 67,000	-	-	-	-	$ 67,000	HCAA or UMTA 16 (b)1			
Subsidized taxi service	-	-	-	-	-	-	UMTA 16 (b) 1		Municipalities	
Suburban mini buses	$ 38,000	$ 28,500	$ 9,500	$ 9,500	$ 19,000	$104,500	UMTA 16 (b) 1		Municipalities	
Intermunicipal Coord.	$ 20,000	-	-	-	-	$ 20,000	UMTA 16 (b) 2			
Sharing Meals-on-Wheels	-	-	-	-	-	-				
Expansion of elderly mini bus service to handicapped	-	$ 10,000	-	-	$ 5,000	$ 15,000	UMTA 16 (b) 1		Municipalities	
Social Service Agencies	$105,000	$ 29,500	$ 29,500	$39,000	$ 20,000	$223,000	UMTA 16 (b) 2	and/or	varied funding sources	
Add'l funds for Red Cross Ser.	-	-	-	-	-	-				
Staffing for cooperative purchase of vehicles	-	-	-	-	-	-				
Staffing for cooperative purchase of supplies	-	-	-	-	-	-				
Staffing for Transportation Information Clearinghouse	-	-	-	-	-	-				

Table XXV-B

Five Year Para-Transit Development Costs
Capital Expenditures for Proposed Para Transit Strategies

	FISCAL YEAR						Proposed Source of Total Funds			
	1978	1979	1980	1981	1982	Total	Federal	State	Local	Other
Staffing for monitoring Program	-	-	-	-	-	-				
Staffing for cooperative purchase of maintenance	-	-	-	-	-	-				
Staffing for cooperative purchase of parking	-	-	-	-	-	-				
Staffing for implementing rewarded volunteerism	-	-	-	-	-	-				
UMTA buses for handicapped	$ 81,000	-	-	-	-	$ 81,000	UMTA Sec. 5			
Total	$311,000	$ 68,000	$ 39,000	$ 48,500	$ 44,000	$510,000				
Option 3										
MiNi Transit	$ 67,000	-	-	-	-	$ 67,000	HCDA or UMTA 16(b) 1			
Subsidized taxi service	-	-	-	-	-	-				
Local maxi taxi	-	-	$ 20,000	-	-	$ 20,000				
Suburban mini buses	$ 38,000	$ 28,500	$ 9,500	$ 9,500	$ 19,000	$104,500	UMTA 16 (b) 1		Waterbury Yellow Cab Municipalities	
Intermunicipal Coord.	$ 20,000	-	-	-	-	$ 20,000	UMTA 16 (b) 2			
Sharing Meals-on-Wheels	-	-	-	-	-	-				
Expansion of Elderly mini bus service to handicapped	-	$ 10,000	-	-	$ 5,000	$ 15,000	UMTA 16 (b) 1		Municipalities	
Social service agencies	$105,000	$ 1,000	$ 1,000	$ 41,000	$ 11,000	$139,000	UMTA 16 (b) 2		and/or varied funding sources	
Add'l funding for Red Cross Service	-	-	-	-	-	-				
Staffing for cooperative purchase of vehicles	-	-	-	-	-	-				
Staffing for cooperative purchase of supplies	-	-	-	-	-	-				
Staffing for Transportation Information Clearinghouse	-	-	-	-	-	-				
Staffing for monitoring program	-	-	-	-	-	-				
Staffing for cooperative purchase of maintenance	-	-	-	-	-	-				
Staffing for cooperative purchase of parking	-	-	-	-	-	-				
Staffing for implementing rewarded volunteerism	-	-	-	-	-	-				
Staffing for multi-agency transportation services	-	-	-	-	-	-				

Table XXV-B

Five Year Para-Transit Development Costs
Capital Expenditures for Proposed Para Transit Strategies

	FISCAL YEAR						Proposed Source of Total Funds			
	1978	1979	1980	1981	1982	Total	Federal	State	Local	Other
Creation of a central leasing organization	-	-	$ 10,000	-	-	$ 10,000	UMTA 16 (b) 2			
UMTA buses for handicapped	$ 81,000	-	-	-	-	$ 81,000	UMTA Sec. 5			
Regional Maxi Taxi	-	-	-	$ 20,000	-	$ 20,000	UMTA Sec. 3			Waterbury Yellow Cab
TOTAL	$311,000	$ 39,500	$ 40,500	$ 50,500	$ 35,000	$476,500				

Table XXV-C

Five Year Para-Transit Development Costs
Operating Expenditures for Proposed Para Transit Strategies

Status Quo	FISCAL YEAR 1978	1979	1980	1981	1982	Total	Proposed Source of Total Funds: Federal	State	Local	Other
MiNi Transit	$ 70,000	$ 77,000	$ 84,000	$ 92,000	$100,000	$423,000	HCDA	-	Waterbury	Farebox
Suburban Mini Buses	$136,000	$150,000	$165,000	$182,000	$200,000	$833,000			Municipal.	Fare box
Social Service Agencies	$504,000	$554,000	$610,000	$671,000	$738,000	$3,077,000	Varied Funding Sources			
TOTAL	$710,000	$781,000	$859,000	$945,000	$1,038,000	$4,333,000	-			
Option 1										
MiNi Transit	$143,000	$143,000	$145,000	$148,000	$148,000	$727,000	UMTA,HCDA	-	Waterbury	Farebox
Suburban Mini Buses	$136,000	$150,000	$165,000	$182,000	$200,000	$833,000			Municipal.	Farebox
1. Sharing Meals-on-Wheels	$ 9,700	$ 12,000	$ 12,800	$ 12,800	$ 14,800	$ 62,100	DOA Title VII - III (Municipal Contributions)			
2. Intermunicipal Coord.	$ 28,000	$ 30,800	$ 33,800	$ 37,100	$ 39,500	$169,200			"	Farebox
Social Service Agencies	$500,425	$550,100	$605,230	$665,760	$732,230	$3,053,745	Varied funding sources			
Add'l. funding for Red Cross Service	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 5,000			Borough of Naugatuck	
Staffing for Cooperative Purchase of Vehicles	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 5,000	UMTA Sec. 9	local match	para transit	
							UMTA Sec. 9	local match	para transit	
Staffing for Cooperative Purchase of Supplies	$ 1,000	$ 500	$ 500	$ 500	$ 500	$ 3,000	UMTA Sec. 9	local match	para transit	
Staffing for Transportation Information Clearinghouse	$ 3,000	$ 800	$ 800	$ 800	$ 800	$ 6,200	UMTA Sec. 9	local match	para transit	
Staffing for Monitoring Program	$ 1,000	$ 500	$ 500	$ 500	$ 500	$ 3,000	UMTA Sec. 9	local match	para transit	
UMTA Buses for Handicapped	$ 57,000	$ 60,000	$ 65,000	$ 67,000	$ 68,000	$317,000	UMTA Sec. 5		Fare box	
TOTAL	$881,125	$949,700	$1,030,630	$1,116,460	$1,206,330	$5,184,245				
Option 2										
MiNi Transit	$143,000	$143,000	$145,000	$148,000	$148,000	$727,000	UMTA,HCDA		Waterbury	Fare box
Subsidized Taxi Service	$ 10,000	$ 18,000	$ 18,000	$ 18,000	$ 18,000	$ 82,000	DOA Title III			Fare box
Suburban Mini Buses	$136,000	$150,000	$165,000	$182,000	$200,000	$833,000			Municipal.	Fare box
1. Sharing Meals-on-Wheels	$ 9,700	$ 12,000	$ 12,800	$ 12,800	$ 14,800	$ 62,100	DOA Title III or VII		Municipal.	
2. Intermunicipal Coord.	$ 28,000	$ 30,800	$ 33,800	$ 37,100	$ 39,500	$169,200			Municipal.	
3. Expansion of Elderly mini bus Service to Handicapped.	-	$ 10,000	$ 10,000	$ 12,000	$ 12,000	$ 44.000			Municipal.	Fare box
Social Service Agencies	$500,425	$545,660.	$600,790	$661,320	$727,790	$3,035,985	Varied funding sources			
Add'l funding for Red Cross Service	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 5,000			Borough of Naugatuck	

Table XXV-C

Five Year Para-Transit Development Costs
Operating Expenditures for Proposed Para Transit Strategies

	FISCAL YEAR 1978	1979	1980	1981	1982	Total	Proposed Source of Total Funds: Federal	State	Local	Other
Staffing for Cooperative Purchase of Vehicles	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 5,000	UMTA Sec. 9		local match	para transit
Staffing for Cooperative Purchase of Supplies	$ 1,000	$ 500	$ 500	$ 500	$ 500	$ 3,000	UMTA Sec. 9		local match	para transit
Staffing for Transportation Information Clearinghouse	$ 3,000	$ 800	$ 800	$ 800	$ 800	$ 6,200	UMTA Sec. 9		local match	para transit
Staffing for monitoring Program	$ 1,000	$ 500	$ 500	$ 500	$ 500	$ 3,000	UMTA Sec. 9		local match	para transit
Staffing for Cooperative Purchase of Maintenance	$ 2,500	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 6,500	UMTA Sec. 9		local match	para transit
Staffing for Cooperative Purchase of Parking	$ 1,500	$ 500	$ 500	$ 500	$ 500	$ 3,500	UMTA Sec. 9		local match	para transit
Staffing for Implementing Rewarded Volunteerism	$ 500	$ 100	$ 100	$ 100	$ 100	$ 900	UMTA Sec. 9		local match	para transit
UMTA bases for handicapped	$ 57,000	$ 60,000	$ 65,000	$ 67,000	$ 68,000	$ 317,000	UMTA Sec. 5			Fare Box
TOTAL	$895,625	$974,860	$1,055,790	$1,143,620	$1,233,490	$5,303,385				
Option 3										
MiNi Transit	$143,000	$143,000	$145,000	$148,000	$148,000	$ 727,000	UMTA, HCDA		Waterbury	Fare box
1.Subsidized Taxi Service	$ 10,000	$ 18,000	$ 18,000	$ 18,000	$ 18,000	$ 82,000	DOA Title III			Fare box
2.Local Maxi Taxi	-	-	$ 22,000	$ 24,000	$ 26,000	$ 72,000	UMTA			Fare box
Suburban Mini Buses	$136,000	$150,000	$165,000	$182,000	$200,000	$ 833,000			Municipalities	Fare box
1.Sharing Meals-on-Wheels	$ 9,700	$ 12,000	$ 12,800	$ 12,800	$ 14,800	$ 62,100	DOA Title VII, III		Municipalities	
2.Intermunicipal Coord.	$ 28,000	$ 30,800	$ 33,800	$ 37,100	$ 39,500	$ 169,200			Municipalities	
3.Expansion of Elderly mini bus service to Handicpd.	$ -	$ 10,000	$ 10,000	$ 12,000	$ 12,000	$ 44,000			Municipalities	
Social Service Agencies	$500,425	$527,660	$564,790	$613,320	$673,790	$2,879,985				
Add'l funding for Red Cross Service	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 5,000			Borough of Naugatuck	
Staffing for Cooperative Purchase of Vehicles	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 5,000	UMTA Sec. 9		Local match	para transit
Staffing for Cooperative Purchase of Supplies	$ 1,000	$ 500	$ 500	$ 500	$ 500	$ 3,000	UMTA Sec. 9		local match	para transit
Staffing for Transportation Information Clearinghouse	$ 3,000	$ 800	$ 800	$ 800	$ 800	$ 6,200	UMTA Sec. 9		local match	para transit
Staffing for Monitoring Program	$ 1,000	$ 500	$ 500	$ 500	$ 500	$ 3,000	UMTA Sec. 9		local match	para transit
Staffing for Cooperative Purchase of Maintenance	$ 2,500	$ 1,000	$ 1,000	$ 1,000	$ 1,000	$ 6,500	UMTA Sec. 9		local match	para transit

Table XXV-C

Five Year Para-Transit Development Costs
Operating Expenditures for Proposed Para Transit Strategies

	FISCAL YEAR						Proposed Source of Total Funds			
	1978	1979	1980	1981	1982	Total	Federal	State	Local	Other
Option 3 (continued)										
Staffing for Cooperative Purchase of Parking	$ 1,500	$ 500	$ 500	$ 500	$ 500	$ 3,500	UMTA Sec. 9		local match	para transit
Staffing for Implementing Rewarded Volunteerism	$ 500	$ 100	$ 100	$ 100	$ 100	$ 900	UMTA Sec. 9		local match	para transit
Staffing for Multi-Agency Transportation Service	$ 4,000	$ 2,000	$ 2,000	$ 2,000	$ 2,000	$ 12,000	UMTA Sec. 9		local match	para transit
Creation of a Central Leasing Organization	$ 2,000	$ 1,500	$ 1,000	$ 1,000	$ 1,000	$ 6,500	UMTA Sec. 9		local match	para transit
UMTA Buses for handicapped	$ 57,000	$ 60,000	$65,000	$67,000	$ 68,000	$ 317,000	UMTA Sec. 5			Fare box
Regional Maxi Taxi	-	-	-	$30,000	$ 34,000	$ 64,000				
TOTAL	$901,625	$960,360	$1,044,790	$1,152,620	$1,242,490	$5,301,885				

3. Multi-agency transportation service

4. Central Leasing Organization

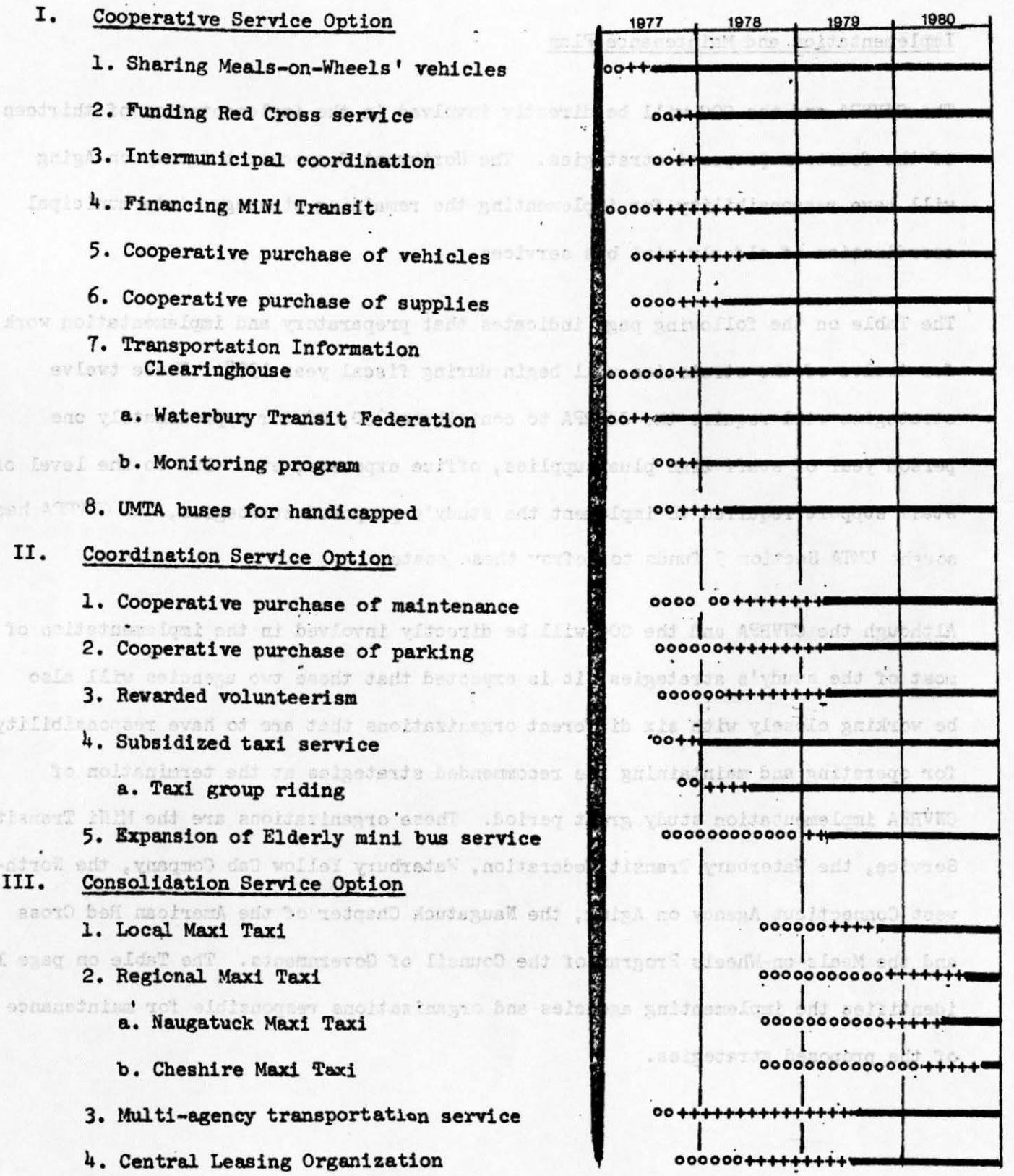
Implementation and Maintenance Plan

The CNVRPA and the COG will be directly involved in the implementation of thirteen of the fourteen proposed strategies. The Northwest Connecticut Agency on Aging will have responsibility for implementing the remaining strategy: intermunicipal coordination of elderly mini bus services.

The Table on the following page indicates that preparatory and implementation work for twelve of the strategies will begin during fiscal year 1978. These twelve strategies will require the CNVRPA to contribute $30,000 for approximately one person year of staff time plus supplies, office expenses, etc. Due to the level of staff support required to implement the study's proposed strategies, the CNVRPA has sought UMTA Section 9 funds to defray these costs.

Although the CNVRPA and the COG will be directly involved in the implementation of most of the study's strategies, it is expected that these two agencies will also be working closely with six different organizations that are to have responsibility for operating and maintaining the recommended strategies at the termination of CNVRPA implementation study grant period. These organizations are the MiNi Transit Service, the Waterbury Transit Federation, Waterbury Yellow Cab Company, the Northwest Connecticut Agency on Aging, the Naugatuck Chapter of the American Red Cross and the Meals-on-Wheels Program of the Council of Governments. The Table on page 107 identifies the implementing agencies and organizations responsible for maintenance of the proposed strategies.

Summary of Recommended Major Improvements
in Para-Transit Services and Their Implementation Schedule



ooo Preparation +++ Implementation ━ Ongoing

Organizational Responsibilities and Relationships
Required to Implement and Maintain Proposed Coordination Strategies

IMPLEMENTING AGENCY	AGENCY RESPONSIBLE FOR OPERATION & MAINTENANCE	PROPOSED STRATEGIES TO BE IMPLEMENTED
CNVRPA & NWAAA	→ The MiNi Transit Service	→ Subsidized Taxi service
CNVRPA	→ The MiNi Transit Service	→ Multi-Agency Transportation Service → Cooperative purchase of parking → Cooperative purchase of gasoline → Central Leasing Organization → Regional dispatching of Meals-on-Wheels vehicles
	→ Waterbury Transit Federation	→ Cooperative purchase of maintenance → Cooperative purchase of vehicles → Rewarded volunteerism → Transportation Information Clearinghouse
	→ Municipal Mini Bus	→ Expansion of Elderly mini bus service
	→ Waterbury Yellow Cab	→ Local Maxi Taxi → Regional Maxi Taxi
	→ American Red Cross	→ Funding Red Cross service
	→ Meals-on-Wheels Program	→ Sharing the Meals-on-Wheels' vehicles
Northwest Connecticut Agency on Aging		→ Intermunicipal coordination of mini bus service for the elderly
CNVRPA & ConnDOT	→ To be chosen	→ UMTA buses for the handicapped

It is expected that the MiNi Transit service and the Waterbury Transit Federation will need to develop a close working relationship since many of the strategies that are proposed to be operated and maintained by MiNi Transit may include many members of the Federation. Similarly social service agencies participating in the multi-agency transportation service under the aegis of MiNi Transit may also desire to participate in the cooperative purchase of service agreements to be implemented by the Federation. It is recommended that the MiNi Transit advisory council also be represented within the Federation so that ideas may be exchanged and planning efforts be coordinated to the maximum extent possible.

The Waterbury Transit Federation will in essence be a committee of interested social service agencies and municipal mini bus operators and should be under the supervision of one social service agency director or town official acting as the transportation coordinator for the Federation. The role of the transportation coordinator will be to inform members of possible new coordination strategies for improving transportation, manage ongoing cooperative purchase of service agreements, evaluate the financial and operating statistics of member agencies for future planning purposes and coordinate the activities of the Federation with those of MiNi Transit and other para-transit operators within the Region. The staff time of the transportation coordinator will be a free service contributed by Federation members on a round-robin basis. It is recommended that each coordinator serve for a period of one year offering their staff time as an unreimbursed expense committed by their agency. If this proposal fails to stimulate sufficient commitment to the task, it is recommended that participating members of the Federation contribute dues to support a transportation coordinator working on a part-time basis at an estimated annual cost of $3,000.

Monitoring and Evaluation

The CNVRPA will be responsible for establishing record keeping systems for the fourteen proposed strategies. The record systems must be standardized with those

used by social service agencies and be compatible with the data collected by the Northwest Connecticut Agency on Aging. This will provide the CNVRPA with reliable data for forecasting and effective system planning.

The purpose of the monitoring program is to evaluate the success of the implemented strategies and determine any improvements or adjustments that might be necessary during the initial period of operation. It will also allow the CNVRPA to compare the effectiveness of proposed services with those already in operation.

The monitoring program should include a training and educational session for all social service agency and municipal mini bus directors to provide them with a clear understanding of the method of collecting and tabulating data on their transportation programs. The training session should also provide the CNVRPA with an opportunity to determine what type of data can be collected and how often it should be collected by the Region's para-transit services. The monitoring program should emphasize a collection procedure which requires the least amount of intervention into the daily operations of the service. Consequently detailed data on ridership, trip purpose and passenger attitudes will only be collected on a sample basis at most once a year.

Some of the most important pieces of data that should be considered in monitoring the performance of the para-transit system are presented in the Table below. It is suggested that these performance indicators be tabulated and reported to the transportation coordinator of the Transit Federation on a quarterly or semi-annual basis.

Suggested Performance Indicators to be Monitored for Para-Transit Systems

Monitoring Area	Indicators
Efficiency	1. cost/passenger trip 2. cost/mile 3. cost/mile/vehicle 4. cost/hour
Productivity	1. passengers/day/vehicle 2. passengers/trip 3. passengers/day 4. passengers/year 5. miles/year
Level of Service	1. eligibility requirements 2. hours and days of service 3. headways 4. unduplicated users of service
Cost	1. fare or donation/trip 2. detailed budget of service

Improvements in Para-Transit Management and Operations

Above and beyond the improvements identified by the 14 recommended strategies, there are a variety of specific improvements which should be considered by municipal mini buses, taxis and social service agencies.

Improving the productivity of specialized transportation services serving the elderly and handicapped is imperative if per passenger costs are to be kept low and service is to be offered efficiently. Certainly, the fact that many specialized transportation services have emerged within the last six years (and undoubtedly many more may appear in the years ahead), providing services which duplicate those of other transportation providers, has led to an unproductive utilization of para-transit vehicles. Load factors per trip and per hour on municipal mini buses, taxis, liveries, chair car services and social service agency vehicles have generally been low. Strategies for improving the operation and management of these para-transit services are set forth below. Table XXVII specifies which municipalities of the Region should consider implementing the proposed service improvements presented in the following section of this report.

Increase Ridership Levels on Municipal Mini Bus and Social Service Agency Vehicles

Unlike other groups the elderly and the handicapped generally travel infrequently compared to the general population because their activities are limited by the social, environmental and architectural barriers of the society in which they live. Age isolates the elderly, institutionalization quarantines the handicapped and inaccessible buildings and facilities discourage their participation in social activities in the community.

De-institutionalization of the elderly and the handicapped and efforts geared toward providing them with meaningful activities within their community will increase their desire to travel with inevitable increases in the demand for specialized transportation services. One clear means of increasing the productivity of social service

agency and municipal mini bus services is by offering service to those living in extended care facilities. The CNVRPA identified approximately 700 residents of institutions who could travel on their own or with assistance if meaningful activities were available and low cost transportation was provided.

Establish minimum load factors on out-of-town travel

Since many municipal mini buses are currently offering transportation which bears a close resemblance to the personalized services of the taxicab, vehicle productivity is not always very high. It is recommended that municipal mini buses encourage group riding and require minimum load factors for all out-of-town travel.

Confine out-of-town travel of municipal mini buses within a radius of 20 miles

Inefficient use of vehicle time is created by lengthly shopping trips to Hartford when similar services are available within the CNVR.

Provide regular municipal mini bus connections to scheduled bus service

Elderly residents may be more apt to transfer to a bus for trips to Waterbury if local mini buses were to provide regular connections to local bus stops. This would eliminate excessive use of the mini bus to transport a few individuals on long out-of-town trips. Where inter-city bus lines are not available some municipal mini buses may be able to coordinate their out-of-town travel with the Meals-on-Wheels vehicles.

Establish specific times for similar trip purposes

Municipal mini buses could make greater use of their vehicle and improve current modes of operation by establishing shopping days or specific periods for routine medical transportation.

Circulate schedule, rules and regulations regarding use of municipal mini bus service to clients

Some municipal mini buses have encountered difficulties in operating their service due to a lack of firm rules on such sensitive issues as donations, method of

requesting service, eligible trip purposes, eligible users of the service, areas where service will be provided and behavior on buses.

Establish alternative methods of providing service when the principal vehicle is out of use due to repairs

Rental agreements with local car dealers and/or agreements to use other town vehicles should be anticipated strategies required to maintain service if the town currently operates with only one mini bus.

Develop preventive maintenance programs for municipal mini buses

Since municipal mini buses are not anticipated to be involved in the cooperative purchase of maintenance strategy, directors of these services should develop preventive maintenance programs for their vehicles using the facilities at the town garage. Preventive maintenance will increase the reliability of these services and reduce repair costs over the long run.

Develop in-house monitoring and evaluation capabilities

The Northwest Connecticut Agency on Aging has been responsible for evaluating municipal mini buses funded under Title III. However, once these services are totally town funded, directors of these services must develop the capability of monitoring and evaluating the cost and level of their services.

Prepare replacement schedule for mini buses operated by social service agencies and municipalities

The need to replace vehicles must be anticipated to ensure that sufficient town or agency funds are allocated for capital expenditures in future years.

Reduce operating cost through more efficient use of existing staff

Often times municipal mini bus services are operating with dispatchers and drivers who are not fully utilized. Possible methods of better utilizing staff should include consideration of (1) reduced call in hours for service, (2) combining the dispatching duties with those of existing town secretarial staff, and (3) utilizing drivers to maintain records and market the service.

Increase operating revenues through donation programs and bus advertising

Efforts to reduce the cost of providing transportation for the elderly should include a donation program(where riders pay for the services they receive)and implementation of a bus advertising program. Though these strategies may only be a partial solution to the maintenance of service they could offset some of the program costs.

Reduce the use of high paid administrators as drivers for social service agencies

Many social service organizations are not making the best use of agency staff who are involved in their transportation program. A delegation of driving and dispatching duties to lower paid employees should increase the directors time for managing and evaluating the program.

Establish shelters on the Waterbury Green for taxi patrons

During 1976, approximately 60,000 people or nearly 170 persons a day got in and out of cabs at the Green. These individuals, like bus patrons, are not provided with any shelter on the Green and are forced to wait in the rain or snow. Any plans to provide bus shelters on the Green should also consider a plan to incorporate the needs of taxi patrons as well.

Increase the fleet size of Waterbury Yellow Cab

A greater number of taxis are needed in Waterbury because the current fleet size is unable to meet peak demands and the number of cabs per 100,000 population is lower than other urbanized areas of the State. Waterbury Yellow Cab should take fiscal responsibility for the purchase of these additional taxicabs.

Improve the safety features of municipal and social service agency mini buses

Vehicles should be equipped with lower entry steps and/or ramps, seat belts and fire extinguishers.

Consider expanding municipal mini bus service to weekends

The 1976 CNVRPA survey of elderly mini bus users revealed that weekend service was desired by many of the Region's elderly. This would only be applicable where a

Table XXVII

Proposed Major Service Improvements for Municipally Sponsored Mini Buses for the Elderly

Municipality	Initiate Intermunicipal Service for Elderly	Expand Service to Weekends	Coordinate Out-of-Town Travel with MOW Vehicle	Expand Service to Non-Elderly	Cooperative Purchase of Vehicles	Initiate Donation Program	Expand Service to Extended Care Facilities	Feeder Service to Local or Intercity Bus Lines
Beacon Falls	●		●					●
Bethlehem	●							
Cheshire			●	●	●		●	●
Middlebury	●		●	●			●	
Naugatuck		●	●	●	●	●	●	●
Oxford					●			
Prospect				●	●	●	●	
Southbury		●	●		●	●	●	●
Thomaston			●	●	●	●		●
Waterbury					●	●	●	
Watertown		●		●	●		●	●
Wolcott				●	●		●	●
Woodbury			●		●	●	●	

Source: CNVRPA, 1977.

Table XXVII (continued)

Proposed Major Service Improvements for Municipally Sponsored Mini Buses for the Elderly continued

Municipality	Confine Service Within A Radius of 20 Miles	Establish Minimum Load Factors	Develop Preventive Maintenance Program	Develop In House Monitoring Capabilities	Red Cross and Radio Dispatching Training Program	Telephones and Bus Shelters at Transfer Point	Develop A Fleet Replacement Schedule
Beacon Falls							
Bethlehem		●					
Cheshire		●	●	●	●	●	●
Middlebury							
Naugatuck			●	●	●		●
Oxford			●	●		●	●
Prospect		●	●	●	●		●
Southbury	●	●	●	●	●	●	●
Thomaston	●	●	●	●	●	●	●
Waterbury	●		●		●		
Watertown		●	●	●	●	●	●
Wolcott	●	●	●	●	●	●	●
Woodbury	●	●	●	●	●		●

Source: CNVRPA, 1977

taxi or livery service is not available or not willing to participate in a subsidy program.

Develop training programs for drivers and dispatchers of municipal and social service transportation programs.

Red Cross training for drivers along with lessons in assisting the handicapped could improve the competence of existing staff and prepare them for possible emergencies. Training in effective use of two-way radio dispatching should be provided to those transportation programs anticipating or just beginning the use of radio dispatched service.

Provide telephones and bus shelters at the transfer point between municipal mini buses and local bus routes

Passenger ammenities will be necessary if inter-modal transfers are to function effectively.

Mechanisms to Facilitate Coordination

There are a number of obstacles standing in the way of coordinating the wide array of services offered by the Region's para-transit system. As indicated earlier, these obstacles include (1) restrictions on who may use certain services, (2) scheduling and area of service constraints, (3) lack of systemwide planning, and (4) differences in user costs between different modes of travel. The fact that few attempts have been made to streamline the transportation services offered by agencies in Waterbury is indicative of a general lack of communication and coordination of services. Many of these agencies initially resisted the ideas and opportunities offered by coordinating their transportation services with those of similar agencies in the Waterbury area. However, after they were presented with some of the coordination options developed in the interim report and were made aware of the hidden costs of providing agency transportation, many of their initial adverse reactions to coordinating services were removed.

In some cases, the staff discovered that restrictions posed by funding sources, agency schedules or areas of service and the need for town control over management and dispatching were more apparent than real. Indeed, many of the hesitations voiced by municipal mini bus operators and social service agencies were either simply a reflection of their lack of understanding of the opportunities offered by coordination or a fear of trying something new or experimental. The following discussion identifies the apparent obstacles to coordinating the various components of the transit system and possible mechanisms to ensure effective coordination in the planning and delivery of service.

Obstacle: Lack of inter-agency transportation planning has facilitated the proliferation of competing transportation services in the City of Waterbury.

Coordination mechanism: The creation of the Waterbury Transit Federation should offer a long-term solution to the growing unwieldiness of the Region's para-transit system. If all improvements and expansions in para-transit services and all proposals for new transportation programs are brought before the Federation, there should be a greater opportunity to identify the best use of existing resources and plan to minimize the development of unnecessary transportation programs.

In addition, inter-agency coordination should also be facilitated by the development of the transportation telephone hotline and the updating of the Consumers' Guide to Transportation in the CNVR. These two strategies should increase and agencies awareness of the services offered by other para-transit services and make it easier to refer users to the transportation program best suited to serve their needs.

Obstacle: Lack of radio equipment or a common radio frequency limits coordination of municipal mini bus services.

Coordination Mechanism: Suburban mini buses might make better use of their vehicles if they were all operating with two-way radios working on a common frequency. Furthermore, these services could be dispatched and managed from one central office within the Region in order to facilitate more effective utilization of the Region's

existing resources. Vehicles could still be garaged in their own town but dispatching could be done from one central Waterbury number. When one town's vehicle is not in use it could be used to (1) supplement the services of another town's vehicles or (2) provide service in municipalities without any transportation program.

Coordination of municipal mini bus services could be developed through a two phased approach. Initial efforts to coordinate should emphasize development of a common radio frequency for all municipal mini buses. The Wolcott mini bus has already indicated its intention of operating on the same radio frequency as MiNi Transit and the Naugatuck Dial-A-Ride is also seriously evaluating the use of the same regional frequency. This would allow for intermunicipal cooperation in the use of vehicles or in the provision of out-of-town service when these opportunities were to the mutual advantage of each municipality. The second phase of this coordination strategy could stress regional dispatching and the development of central management capabilities for all municipal mini bus services. The offices of MiNi Transit or Waterbury Yellow Cab would be the most logical locations for such a regional dispatching center. Once established, a regional dispatching center could manage town mini bus services more efficiently and with less staff than current modes of operation. This second option may become more realistic in the future when the cost of operating each service, increases, creating a greater incentive for each municipality to operate under a central management which could offer economies of scale in the provision of service.

Obstacle: The low cost and convenience of mini bus service for the elderly has hindered coordinating their service with those of inter-city and local bus service.

Coordination mechanism: Using municipal mini buses to provide feeder service to out-of-town bus routes would be more feasible if there were free transfers between these two modes. However, if this is not possible, municipal mini bus programs could provide incentives for the elderly to use existing public bus service. As an example, elderly persons might be more likely to transfer to local bus service if

they were not required to donate 25¢ for the use of the mini bus when using it as a connecting service to North East. However, passenger amenities such as bus shelters and telephones will be critical components of any final inter-modal coordination strategy. Elderly persons who are transferred to a bus stop in the winter must be provided with protection and should be offered a telephone linkage to the municipal mini bus to ensure that they are not forgotten on their return trip.

Obstacle: Eligibility requirements, scheduling and area of service constraints have limited the efficient use of vehicles operated by many social service agencies.

Coordination mechanism: The creating of a multi-agency transportation service for the handicapped as outlined under Strategy 5 or the establishment of MiNi Transit as a multi-agency transportation service for all interested social service agencies (Strategy 9) would allow one organization to coordinate the travel needs of clients of a variety of social service organizations.

The MiNi Transit as the nucleus of a multi-agency transportation service appears to be the most likely agency for coordinating the management and services of specialized social service transportation programs. The NOW, Inc. transportation programs have already shown a clear interest in merging their fleet of vehicles with those of MiNi Transit. If this should occur, MiNi Transit could coordinate the services of NOW's six different transportation programs providing the dispatching capabilities and offering a central management for all of NOW's separate transportation services. NOW's vehicles and drivers would still be maintained but would be incorporated under the MiNi Transit management thereby allowing MiNi Transit to make better use of drivers, and vehicles. In addition, other social service agencies could be incorporated into this multi-agency transportation service once it becomes clear that a coordinated provision of transportation and management can work effectively. This strategy would be most feasible if MiNi Transit is placed under the direct control of NOW, Inc.

Obstacle: MiNi Transit and numerous social service organizations are competing with the services offered by North East Transportation and Waterbury Yellow Cab.

Coordination mechanism: The incorporation of MiNi Transit and a variety of social service transporation programs into the management of Waterbury Yellow Cab or North East could allow for greater opportunities to integrate the services of mini buses with those of taxis or local bus service. Central management of a hierarchy of transit modes would facilitate the development of feeder bus service using MiNi Transit as a linkage to North East as well as increase the transportation options available to the elderly and other clients of social service agencies. This coordination strategy would improve the level of service offered by local buses through the use of mini buses in neighborhoods ill served by bus.

Integrating para-transit services with the services offered by North East would also make it easier to maintain the excellent bus coverage available in Waterbury. Approximately 78% of the City's population live within 1/4th mile of a bus route and according to the Operation Outreach survey 70% of the City's elderly were conveniently served by a bus in 1975. North East is the principal provider of public transportation for the elderly, carrying over 60% of all the trips made in 1975 by elderly persons traveling on public modes of conveyance in the Region.

Elderly persons who are able to use public buses must be encouraged to continue using bus service since they represent a significant portion of the total ridership of North East. Incorporating para-transit services with public bus service would eliminate much of the unnecessary overlap in service between these two modes and improve ridership levels on North East.

Furthermore, once North East requires its 25 new barrier-free buses, there may be less need for the wide array of specialized transportation services geared to the elderly and handicapped since lower entry and exitways and non-skid floors will increase the ease of using public bus services.

Potential Funding and Regulatory Constraints

The feasibility of several of the recommended strategies will depend upon present and future federal, state and local regulations and policies regarding para-transit. Present regulations and laws have seriously limited some of the opportunities for coordinating services or the development of innovative transportation concepts using para-transit services. The Urban Mass Transportation Administration (UMTA) funding policies, Connecticut Public Utilities Control Authority (PUCA) transportation regulations and Department on Aging (DOA) transportation policies each may pose serious constraints on the feasibility of implementing the study's recommendations. Since many of the proposed strategies depend upon federal and state financial support, it is imperative that funding policies be clearly understood.

UMTA and the Department on Aging are the two principal sources for financial assistance for para-transit services. UMTA can provide capital and operating assistance to para-transit services and the Department on Aging can provide capital assistance and seed money for the development of locally operated para-transit services for the elderly.

UMTA Regulations

Though UMTA has stated that para-transit systems are eligible for operating subsidies under Section 5, the Connecticut Department of Transportation has not yet established a policy for the use of Section 5 funds, in which they provide the match, to subsidize para-transit services. This policy will have to be altered if the elderly and handicapped in the CNVR are to be provided with low cost demand responsive transportation. Though it is expected that the new barrier free public buses will make it easier for the elderly and handicapped to travel on their own, these buses will not be able to meet the needs of all the elderly and handicapped. In particular, semi-ambulatory and non-ambulatory persons will probably prefer and/or require more personalized services to meet their needs. This group is small in number but may require substantial subsidies in order to be provided with full and independent mobility.

In light of the important role being played by para-transit services in maintaining the mobility of semi- and non-ambulatory persons, the state should consider a funding policy for these supplementary transit services. There are a variety of para-transit operators (including Waterbury Yellow Cab, MiNi Transit and B&C Medical Services) which provide transportation for persons requiring special assistance or who are unable to use regular bus services. These services should be considered eligible for operating assistance if a basic level of service is to be maintained for the semi- and non-ambulatory population.

Operating subsidies to para-transit should not be used to undermine the services offered by the local bus company. Elderly and handicapped persons should be encouraged to use the existing bus service to avoid any further declines in the ridership of North East. However, the state must make maximum efforts to offer individuals who are unable to use public buses, and that includes those unable to use the forthcoming barrier free buses, satisfactory low-cost alternatives.

In order for the Connecticut Department of Transportation to establish a funding policy for para-transit services it must determine (1) what is the basic level of

service required for the elderly and handicapped, (2) the conditions under which ConnDOT should provide operating assistance and (3) criteria for determining levels of funding for each mode serving the elderly and handicapped. We recommend that the following proposals be considered in the formation of state para-transit policies.

1. Basic Level of Service:

Although there is no standard as to a reasonable level of service for the handicapped a basic level of service could be based on the number of wheelchair seat miles per handicapped population. Wheelchair seat miles must be based on the service offered by a low cost transportation provider since $15 a ride chair car service is not offering a service accessible for routine travel needs.

2. Conditions for providing operating assistance to para-transit:

- Para-transit operators should provide transportation services which are accessible and affordable by the handicapped to be considered eligible for operating assistance.
- Para-transit services which are for the exclusive use of the elderly should not be considered eligible for federal or state operating assistance.
- Para-transit operating assistance should be geared to services operating in the urbanized area of the Region.
- Publically owned or private non-profit para-transit operators should not be funded to provide competing services to existing taxi or livery operators.
- Coordination of the management and operation of such para-transit services as taxis, liveries, chair cars or mini buses should be encouraged when coordination will lead to improved levels of service and a greater productivity of federal dollars allocated by UMTA within the Region.

3. Criteria for determining levels of operating assistance:

Operating assistance under Section 5 of UMTA is currently apportioned to the Waterbury Urbanized Area on the basis of population. In a similar fashion, operating assistance for para-transit operators in the Waterbury urbanized area could be based on the population of the handicapped relative to the total population of the

urbanized area. However, because UMTA requires special efforts in meeting the transportation needs of the handicapped and because transportation for these individuals is considerably more expensive than transportation provided for the normal public bus user, there should be a weighting factor applied to their needs to compensate for the greater cost of the services they require and their greater reliance on public transportation. The weighting factor should reflect the difference between the cost of transporting the handicapped on specialized transportation services compared to transporting a normal person on a bus. As a crude approximation we would suggest that this weighting factor should be set at 5.

The average cost of transporting a person on public buses in Waterbury is 65 cents compared to approximately $3.00 on the most expensive municipal mini buses serving the elderly. Since the costs of transporting the elderly are conservative estimates of the cost that would be incurred in providing transportation for the handicapped the weighting factor of 5 appears reasonable. In the CNVR the handicapped represent 4.7% of the population which when multiplied by the weighting factor of 5 results in an allocation of 23.3% of the total UMTA operating assistance to the Waterbury Urbanized Area. The Table below indicates that this allocation factor for para-transit services would result in a considerable UMTA operating assistance over the next three years.

Proposed Method of Apportioning UMTA Section 5 Funds within the Waterbury Urbanized Area

	1977	1978	1979	1980
Total allocation to the Waterbury Urbanized Area	$694,000	$979,000	$1,074,000	$979,000
Para-Transit[1]	161,479	192,126	211,040	223,372
Bus[2]	486,000	513,000	585,000	589,000
Commuter Rail[3]	428,000	471,000	518,000	569,000

[1]Based on the 23.3% allocation formula.
[2]Based on CE Maguire estimates of required operating subsidies developed in the Short Range Transit Development Program.
[3]Based on the Connecticut Department of Transportation UMTA Section (assumes a 10% annual increase in costs).

Another method of calculating the proper allocation of funds would be to base funding on actual passenger levels and then multiply the passenger count by the special efforts weighting factor. This could work well but would not allow para-transit operators the flexibility to expand their services to meet the needs of handicapped persons who have so far been unable to travel on their own for lack of a basic level of low cost service.

Public Utilities Control Authority

PUCA transport regulations may also have an impact on the feasibility of several proposed strategies. Current PUCA regulations have not been able to cope with the rapid growth of a wide variety of specialized transportation services. Bus, taxi, and livery vehicles are under the jurisdiction of the PUCA but all other transportation services including municipal mini buses, chair car services, government-operated transit services, and privately operated social service transportation programs fall outside of the domain of existing regulations.

The most significant impediment to the effective use of taxi, bus and livery service is the lack of leeway allowed by the current regulations for experimentation. Current regulations have stifled the flexibility of private transit operators by excessively constraining the type of service that may be offered. Potentially, taxicabs could provide any of the services offered by municipal mini buses or social services transportation programs. However, due to the prohibition on group riding on taxis and a restriction on the type of vehicles eligible to be used in taxi service, local taxi companies have been unable to compete with state and federally funded demand responsive para-transit services.

The PUCA transport regulations are being brought before the 1977 Connecticut General Assembly for revision. Revision of these regulations could provide bus, taxi and livery operations with greater freedom to implement experimental service improvements without direct PUCA regulatory controls. If modifications are made in the transport regulations to allow for taxi group riding or the use of van type vehicles as taxis,

taxi companies could assume a broader role in public transportation, possibly eliminating the need for maintaining many expensive or unproductive municipally operated transportation services and expanding demand responsive transportation to the general public.

Furthermore, if all transportation services could be brought under the regulatory control of one agency some of the inequities of state PUCA regulations might be eliminated and para-transit services might be more effectively coordinated. However, coordinating the services provided by the wide array of para-transit operators may not be very easily accomplished since it is unlikely that chair car services, municipal mini buses, or social service transportation programs will ever by included within the jurisdiction of existing PUCA regulations.

Lacking regulatory control over all para-transit services, the PUCA will probably play a less important role, in the long-run, than UMTA in regulating the development of these services.

Regional Transit District

One method of surmounting the obstacles posed by existing PUCA regulations could be to establish a regional transit district.

PUCA regulatory authority over bus, taxi, livery and other modes of transport could then be transferred to the regional district which could adopt existing PUCA regulations or establish its own regulations and policies which might be more suitable for transit systems in the Region. The transit district could establish shared riding in taxis, purchase and operate bus, taxi or mini bus services, subsidize transit users or providers in order to maintain services, and regulate the routes, tariffs and types of service offered by each mode of transportation.

The transit district could initially be limited to the City of Waterbury and used as a means of instituting shared riding in taxis, offering greater flexibility to North East bus service and in developing a fare or donation program for the MiNi Transit Service.

It is recommended that the Transit District be established by the City of Waterbury as a means to coordinate the activities of MiNi Transit, Waterbury Yellow Cab, the 28 social service agencies and North East Transportation. The Waterbury Transit District though distinct from the Waterbury Transit Federation, could take responsibility for many of the activities currently proposed to be implemented by the Federation.

However, even if the Transit District could assume some of the duties of the Federation, the Federation should be maintained since it could play an important role in coordinating services, developing cooperative purchase of service agreements and in functioning as an advisory committee to the Transit District. Furthermore, the Federation would be able to serve the interests of social service agencies better than the Transit District since, legally, transit districts are only capable of regulating public transportation services falling under the domain of the PUCA regulatory authority.

These two organizations, the Transit District, and the Federation should eventually be expanded to have regional jurisdiction of public transportation and social service agency transportation respectively.

Department on Aging Transportation Policies

A third impediment to the effective development of several strategies is the Department on Aging's policy of restricting the use of vehicles funded under Title III to the elderly. It has been suggested that empty seats on municipal mini buses for the elderly could be used by other residents of the community without leading to a deterioration in the services offered to the elderly.

The Connecticut Department of Transportation along with the CNVRPA should request the State Department on Aging to broaden and/or clarify its policies on the use of vehicles purchased through Title III funds for transporting non-elderly riders.